

# **Peabody Master Plan**

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**The City of Peabody, Massachusetts  
Peabody Department of Community Development**

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## APPENDIX

### STATUS OF THE 1990 MASTER PLAN IMPLEMENTATION

## **I. EXECUTIVE SUMMARY**

The purpose of a municipal master plan is to provide a process and prepare the conditions for orderly development and stable public investment in the city. In preparing this master plan, the City of Peabody is planning for a city with a high quality of life and what could become a very exciting future. The ideas and concepts presented in this Master Plan are proposed as the means to obtain this future. The Master Plan sets the framework with broad goals and objectives and then lays out the specific ideas that are the most important actions to reach those goals.

This is the latest update to the city Master Plans that have been developed over the years. Each plan has reassessed current conditions, analyzed the options the city could act on to accomplish its goals, and suggested the five to ten year program of activities. This update has followed a similar process with some very positive ideas for the city. However, these actions will not happen simply because they have been written into this plan.

To be successful, a master plan must engage many people and requires the commitment of financial resources and time. Just as the previous plans were gauged as to their accomplishments, this plan will also be judged. Consequently, the plan should not be seen as static or an end point. It is a course correction with newly established goals. It is the beginning of a whole series of tasks that will be taken on by a broad mix of residents and city offices. It is a call to action.

Please read through the plan carefully and look for all of the opportunities for participation to ensure this is the future of Peabody: a productive, balanced, diverse and high quality city.

## **GOALS OF THE MASTER PLAN**

The overall goals and summary strategies for the Peabody Master Plan update are summarized to give the reader a general understanding of the direction proposed in this plan. More detail and additional explanations are provided in the complete goals and objectives and in the specific strategies found in each section of this plan.

## **LAND USE, PLANNING, AND GROWTH MANAGEMENT**

**Goal:** Land use policies should promote a balanced mix of land uses in order to preserve property values, maintain the low tax burden, provide quality public services, preserve and enhance local resources, provide diverse, quality jobs, and ensure that housing options are affordable and accessible for all residents.

**Strategy:** Follow the omnibus strategy that includes comprehensive revisions to regulations, revised procedures and criteria for managing land use within the City,

acceptance of new types of development that have less impact on the City services and infrastructure, new cooperation between government entities, and a focus on some key areas that will affect the whole City.

## **ECONOMIC DEVELOPMENT**

**Goal:** Economic development policies should promote and maintain the economic health of commercial and industrial activities that contribute to the community's quality-of-life and that fit within Peabody's social and physical environment.

**Strategy:** Set the stage for long-term, stable growth in economic development sectors that will maintain current levels of commercial and industrial jobs and continue their support to local tax revenues. Focus on the Downtown area and Main Street for making substantive improvements and develop a marketing program to enhance the image and climate for locally-supported business growth.

## **HOUSING**

**Goal:** City housing policies should ensure that a full range of housing options exist for all Peabody residents regardless of income level, physical ability and age.

**Strategy:** Put efforts and resources into three main areas:

- Preservation and improvement of the existing housing stock, to maintain supplies of affordable units, and to upgrade living conditions and property values;
- Development of new units to meet state housing goals;
- Use of regulations to support and encourage affordable housing.

## **TRANSPORTATION AND CIRCULATION**

**Goal:** Peabody's transportation and circulation policies should focus on managing the transportation network as an integrated system that provides alternative means of transportation to, from and throughout the City while minimizing the impacts related to through-traffic and that provides parking where necessary to support the needs of residents and local businesses.

**Strategy:** Create an integrated and efficient transportation network to provide access for all residents and businesses, and in all modes but focused on alternatives to private vehicles. General strategies place a priority on implementing the Transportation Plan to move traffic more efficiently and recognize it is necessary to "embrace the bus" to truly reduce the impacts associated with traffic.

## **NATURAL AND RECREATIONAL RESOURCES**

**Goal:** Peabody should protect and enhance the quality of its diverse natural, cultural and recreational resources and emphasize the important role they play in defining the City's character and quality-of-life.

**Strategy:** Utilize land use regulations and special purchases to improve and expand the City's natural and recreational resources with a focus on recreational uses. Strategies include organization, protective regulations and means to increase funding for open space.

## **CULTURAL AND HISTORICAL RESOURCES**

**Goal:** Peabody should protect and enhance the quality of Peabody's diverse cultural and historical resources and emphasize the important role they play in defining the City's character and quality-of-life.

**Strategy:** Require public and private coordination to develop and enhance cultural resources and activities, and ensure historic preservation within the development review process.

## **MUNICIPAL FACILITIES AND SERVICES**

**Goal:** To enhance the quality of the public services and facilities offered by the City in a cost effective manner to maintain the high quality-of-life residents of Peabody enjoy into the future.

**Strategy:** Make government decision-making transparent and focus City financial and other resources on improving aged utilities and on educational facilities; schools and libraries.

## **THE NEXT STEPS**

The City of Peabody Master Plan Update includes a large number of actions under each of the strategies - actions necessary for implementing the listed goals. The implementation table at the end of this document lists the required participants and the expected schedule for completion of the planning actions.

The implementation table is not exclusive to the actions or the participants. The broadest participation from the city will better assure that a positive outcome will result. Finding a role for participation in this process is a means to ensure the best of the democratic process and the brightest future for Peabody. Read forward with an eye to the plan and one to gaining broad support from an open process that embraces these goals. The best of Peabody is in its near future.

## **II. INTRODUCTION**

### **OVERVIEW**

The City of Peabody has a strong history of planning. The City consistently updates its Master Plan every ten years and plans for open space, transportation and economic development. Recent planning efforts include: the 1998 Recreation and Open Space Plan update; the Twenty Year Citywide Transportation Plan; and the aggressive economic strategies that led to the successful development of Centennial Industrial Park and the commercial expansion along the Route 114 corridor.

This Master Plan Update continues this tradition of planning. In a way, the City is a victim of its own success. As the City of Peabody successfully instituted plans to expand its economy through the 1980's and 1990's, it rapidly developed much of the land that was available for commercial and industrial development. During this period, the City also experienced a boom in the development of both single-family and multi-family housing. With this success came higher property values and, in turn, more expensive housing as the stock of easily developable land was depleted.

As Peabody continues to approach the build-out of its residential, commercial, and industrially-zoned land it becomes more critical to identify ways of successfully developing and redeveloping the City's economic resources while protecting its natural and cultural resources, maintaining quality public services and facilities, and ensuring the long-term affordability of its housing stock. These are some of the more important issues that guided the Master Plan Process.

The Master Plan Update was developed through four phases involving multiple, interrelated tasks. Each phase resulted in a product designed to contribute directly to the development of a readable and implementable Master Plan. Products produced through the Master Plan Process include seven existing conditions reports, one for each of the seven master plan elements discussed in the following section. The second product was the Goals and Objectives statement. The third product was the Preferred Approach. The final two products were the Draft Master Plan and the Final Master Plan, with the Final Master Plan incorporating the action steps required to implement the plan.

**ACKNOWLEDGEMENTS**

The following individuals assisted in the process and helped make this Master Plan:

**Master Plan Steering Committee**

Judy Selesnick	City Council
Minnie Dakos	Peabody Housing Authority
Arthur Peretzian	Peabody Conservation Commission
Tom Walsh	Peabody School Committee
Denis Coleman	Council on Aging
Ted Neary	Resident
Manuel Vieira	Zoning Board of Appeals
Bill Power	Historical Society and Commission
Anthony Juliano	Peabody Parks Commission.
Don McAllister	Library Board of Trustees
Patricia A. Powers	Resident
Sue Turner	Resident
Tom Novak	Resident
George FitzPatrick, Jr.	North Shore Bank
Nancy Crowder	Citizens for Adequate Housing
Bill Toomey	City Council (former)
Darren Kelly	Zoning Board of Appeals
Reverend Wallace Blackwood	St. Ann's Rectory
Atty. Glen Yanco	North Suburban JCC
Dave Hall	Peabody Chamber of Commerce

**Planning Board**

John B. Creedon	Chair, Peabody Planning Board
James A. Morin	Vice Chair, Peabody Planning Board
Thomas Bettencourt	Secretary, Peabody Planning Board
John Ford	Peabody Planning Board
John E. Franciose	Peabody Planning Board
Stewart Lazares	Peabody Planning Board
Donald J. Schaffer	Peabody Planning Board
Gerald T. Carey	Peabody Planning Board
Audrey Gordon	Peabody Planning Board
Dennis Leonard	Peabody Planning Board
James Demotses	Peabody Planning Board

**Community Development and Planning Staff**

Judith Otto	Director, Dept. Community Development
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Andrew Port	Planner
Anna Frantz	Planner
Joe Viola	Planner

## **VISION FOR PEABODY**

**The City of Peabody shall continue to be a vibrant and balanced community in which to live and work. The City shall strive to improve the quality of life for all the residents by providing a mix of housing and transportation options, and superb natural, cultural and recreational amenities. City policies shall continue to support a variety of land uses and a strong economic base in order to ensure stability in the community.**

This vision for Peabody represents the voice of its residents, their ideas that identify what City of Peabody should be and what the City should do to improve the quality of life for all of the City's residents. The vision portrays a City that seeks to preserve important pieces of the City's past and a forward looking community determined to meet its future housing, business, land use, open space, and transportation needs. In short, the vision provides a clear direction and destination for the community.

The Vision Statement provides a broad ideal of what Peabody's future should be and underlies the Master Plan's goals and objectives. The plan's goals give voice to specific needs that the objectives focus on and strive to meet. In general, the goals identified in the Master Plan seek both to promote and expand existing qualities and to maintain the diversity of the City's land uses, environment and recreational activities. They also address the regulatory and management of the Peabody's resources and infrastructure. The objectives within each of the goals address specific needs and identify areas of concern in various places that could be improved. In short, the Master Plan's goals and objectives seek to improve the quality-of-life enjoyed by Peabody's citizens.

The following statements that were developed through the planning process provide the basis for each Plan's Goals, Objectives, and ultimately the Recommendations. They provide the overall blueprint for the community over the next ten years. The Goals, Objectives, and Recommendations are detailed in the Policies and Strategies section of this Plan.

## **LAND USE, PLANNING AND GROWTH MANAGEMENT**

Land use policies should promote a balanced mix of land uses, in order to preserve property values, maintain the low tax burden, provide quality public services, preserve and enhance local resources, provide diverse, quality jobs, and ensure that housing options are affordable and accessible for all residents.

## **ECONOMIC DEVELOPMENT**

Economic development policies should promote and maintain the economic health of commercial and industrial activities that contribute to the community's quality-of-life and that fit within Peabody's social and physical environment.



## **HOUSING**

City housing policies should ensure that a full range of housing options exist for all Peabody residents regardless of income level, physical ability and age.

## **TRANSPORTATION AND CIRCULATION**

Peabody's transportation and circulation policies should focus on managing the transportation network as an integrated system that provides alternative means of transportation to, from and throughout the City while minimizing the impacts related to through-traffic and that provides parking where necessary to support the needs of residents and local businesses.

## **NATURAL AND RECREATIONAL RESOURCES**

Peabody should protect and enhance the quality of its diverse natural, cultural and recreational resources and emphasize the important role they play in defining the City's character and quality-of-life.

## **CULTURAL AND HISTORICAL RESOURCES**

Peabody should protect and enhance the quality of Peabody's diverse cultural and historical resources and emphasize the important role they play in defining the City's character and quality-of-life.

## **MUNICIPAL FACILITIES AND SERVICES**

Peabody should enhance the quality of the public services and facilities offered by the City in a cost effective manner to maintain the high quality-of-life residents of Peabody enjoy into the future.

## **MASTER PLAN PROCESS**

The Master Plan was produced through a process that consisted of four distinct phases involving several related work tasks with each task building on the preceding tasks. The outcome from each phase was a distinct product. The four phases of the Master Plan Process are as follows:

1. Existing Conditions and Trends
2. Goals and Objectives
3. Preferred Strategies
4. Draft and Final Master Plan

The following paragraphs describe the four phases of the Master Plan Process.

### **EXISTING CONDITIONS AND TRENDS**

The first phase of the Master Plan Process involved identifying the “existing conditions” and “trends” for each of the seven Master Plan Elements. Before developing the Master Plan’s Goals, Objectives, and Action strategies, it was important to understand the current conditions and trends for the City’s various resources. The seven Existing Conditions and Trends reports were prepared by the Community Development and Planning Department staff. Staff members used their background research to analyze the degree to which the City of Peabody has changed since the last Master Plan. Data used in these reports included recent studies and plans undertaken by the City, census figures, and other data gathered from City departments and outside sources. A series of focus groups and interviews with representatives of City Departments and Commissions, businesses, social organizations, and individual citizens generated additional input and insight into specific issues for a wide range of stakeholders.

### **GOALS AND OBJECTIVES**

The Goals and Objectives were generated during the second phase of the planning process. These Goals and Objectives provided the framework for the Master Plan’s policy, strategy and action recommendations developed during the third and fourth phases of the Master Plan Process. These Goals and Objectives were developed through three focus group and interview meetings, the first Public Forum, and working meetings with the Master Plan Advisory Committee and the planning staff.

### **PREFERRED PLANNING STRATEGIES**

The development of the Preferred Planning Strategies involved two related tasks. The first task was to develop three planning alternatives that articulated a range of strategies and actions. These strategies were loosely defined by the following approaches: “build-out analysis” which basically meant doing nothing to change current land use trends; “maintain existing conditions,” where changes are made to local land use controls to maintain existing levels of services”; and, a “new direction” in which major changes to current land use trends and increased levels of service are sought. These Alternatives included not only particular actions, but also implications related to individual actions and strategies. These Alternatives were presented to the public at the second Public Forum.

The Preferred Approach involved further refinement to the Master Plan’s Goals, Objectives, and Actions. The strategies and actions included in the Preferred Approach synthesize the results from the Alternatives Public Forum and working sessions with the City planning staff and the Master Plan Advisory Committee. The strategies and actions developed as the Preferred Approach were presented at the third Public Forum. The public responses from this Forum were again integrated through working meetings with the City planning staff and the Master Plan Advisory Committee resulting in the Preferred Planning Strategies that form basis of the Master Plan’s recommendations.

## **DRAFT AND FINAL MASTER PLANS**

The fourth phase of the Master Plan Process involved the development of the Final Master Plan. This phase involved two related tasks. The first of these tasks involved the development of the Draft Master Plan through a series of working meetings with the planning staff and the Master Plan Advisory Committee. The Draft Master Plan expanded on the Preferred Planning Strategies to provide detailed strategies and actions steps and a preliminary Implementation Plan. These items were presented at the final Public Presentation.

The final task was the development of the Final Master Plan. This involved the integration of public comments to the plan through the City's web site and the Public Presentation to clarify areas of concern and uncertainty and input from the heads of City Departments, Commissions and Boards.

## **MASTER PLAN ELEMENTS**

The State law (MGL Ch. 41, section 81D) guiding the development of a comprehensive, community-wide master plan identifies and describes the nine basic elements for inclusion within a "comprehensive plan." These plan elements include: a goals and policies statement; land use; housing; economic; natural and cultural resources; open space and recreation; services and facilities; circulation; and, an implementation program.

The Peabody Master Plan Update begins with a summary of the plan's principle conclusions and recommendations. The second part of the plan provides an overview of the Master Plan and the Master Planning Process. The third part of the plan summarizes important information from the Existing Conditions Reports and includes the recommendations for seven master plan elements:

1. Land Use Planning and Growth Management
2. Economic Development
3. Housing
4. Transportation and Circulation
5. Natural and Recreational Resources
6. Cultural and Historical Resources
7. Municipal Services and Facilities

The final section of the Master Plan includes the Implementation Strategies for each plan element.

### **PLANNING PARTICIPATION**

#### **PUBLIC PARTICIPATION STRATEGY**

The public participation strategy was designed to make use of several different formats and media types to generate public interest and input into the Master Plan Process. The different public participation tools are described below.

Interview/Focus Groups: This method involved the use of three Interview/Focus Group meetings to develop the base issues, goals and objectives, visions, and potential actions as a starting point for the public planning process. The first meeting was for City Department Heads. The second was for members of the City Council, Boards and Commissions. The third included leaders of social and cultural organizations, environmental organizations, business leaders, and land use developers. These meetings combined the use of interview forms with breakout/discussion groups.

Master Plan Advisory Committee and Planning Board Meetings: These meetings generated regular and consistent critique and direction from leaders and members of local organizations, city boards and city commissions.

Public Forums: The three Public Forums were set up as public workshops with opportunities to present to and elicit input from a larger segment of the Peabody public at strategic points within the overall master plan process. The input from these meetings was used to fine-tune the Master Plan.

Public Presentation: The Public Presentation during the Draft Master Plan review period provided a means to formally present the recommendations and implementation steps developed through the master plan process. This meeting allowed citizens the opportunity to directly ask questions, and respond to and critique the progress of the Master Plan.

Internet: The Internet provided cost effective and greater access to detailed information regarding Master Plan updates and notices to members of the community.

Local Access Television: Local access television provided an additional outlet for posting meeting and workshop notices and the opportunity for multiple rebroadcasts of the Draft Master Plan Public Presentation.

Area Newspapers: Newspapers provided the most traditional piece of the Public Participation Strategy. They provided a means to reach more residents with meeting notices, plan updates and meeting summaries.

Inserts with Utility Billings: By inserting meeting notices with local utility bills, information related to the Master Plan Process was distributed to all property owners that used any public utilities.

### III. RECOMMENDATIONS

#### LAND USE

##### SUMMARY OF EXISTING LAND USE CONDITIONS AND TRENDS

The City of Peabody covers 16.77 square miles, or 10,730 acres. As the following table demonstrates, Peabody has gone from being about half developed to about two-thirds developed over 20 years.

*Table. Land Use Change*

	<b>1971</b>		<b>1985</b>		<b>1990</b>	
<b>Land Use</b>	acres	% of total	acres	% of total	acres	% of total
Residential	3,822	35	4,514	42	4,596	43
Non-Residential	1,324	12	2,365	22	2,388	22
Open/Natural	5,622	52	3,869	36	3,758	35

Given the limitations of the data, it is difficult to draw precise conclusions about rates of development, but in a general sense, it appears that the rate of development has slowed in the last decade as land has become scarcer and more difficult to build upon.

Residential areas form the largest part of Peabody's land uses, with existing residential uses covering about 43 percent of land area. (Land zoned for residential uses comprises about 77 percent of Peabody.) Non-residential land uses cover about 22 percent of the total land area.

Approximately 3,758 acres, or 35 percent of the city's total area, are vacant lands most of which are potentially developable. Nine percent of the City's total land area, included as a portion of that undeveloped land, is permanently protected open space. These protected lands are owned and managed by the Conservation Commission, the Parks Commission and the Water Department for a range of uses including recreation, habitat preservation and water supply protection.

The predominance of residential development is confirmed with assessors' statistics relating to property value. Residential property now represents 71 percent of total valuation (FY 2000), compared with almost 74 percent in 1990. Commercial property has grown to more than 20 percent of total value, compared with 17 percent ten years ago. Industrial property represents 7 percent of total value, compared with 9.5 percent ten years ago. Personal property represents slightly more than 1 percent of total value.

The density of residential development varies from one unit per 3,000 square feet in the oldest parts of Peabody to one unit per 20,000 square feet. Many of the houses in the neighborhoods off the main streets throughout downtown and the East End are two and three-family units. The City's large multi-family housing developments are concentrated in Central Peabody. Peabody's mobile home parks are located along the Route 1 corridor.

The low percentage of commercial and industrial land may seem surprising in light of the fact that Peabody is popularly perceived as a business-friendly community with a larger than average percentage of the tax base resulting from commercial and industrial land use. However, the figures may be explained when the relatively high visibility and accessibility of those areas is considered. Likewise, the high percentage of undeveloped land may seem surprising, given the perception of Peabody as an urbanized, densely developed community. In general, the undeveloped areas are less accessible and more remote than the areas that are already developed.

### Regulatory Framework

Land use control in Massachusetts is a patchwork of state and local regulations. Development patterns are influenced by the multiple rules and standards that control the allowed uses, density and other characteristics of development including the protection of natural resources. State statutes such as the Zoning Act (M.G.L. Chapter 40A), the Wetlands Protection Act (M.G.L. Chapter 131, section 40), and the Subdivision Control Act (M.G.L. Chapter 41), all influence local land use decision-making to various degrees. The U.S. Army Corps of Engineers regulates navigable waterways and the filling of wetlands under federal statutes. Local and state tax policies are also an important influence on local land use decisions that is not fully appreciated.

At the local level, land use decisions are framed by the Zoning Ordinance, which regulates uses, density, bulk, and other specialized controls such as landscaping, signs, and surface and groundwater protection. Land use controls regulated through the general City Code include parking regulations, the demolition delay ordinance, and the wetlands protection ordinance.

### Build-out Analyses

The Metropolitan Area Planning Council, on behalf of the Executive Office of Environmental Affairs, has prepared a build-out analysis that determined an additional 3,040 dwelling units (on 2,917 lots) and an additional 6.4 million square feet of commercial/industrial space could be constructed. The City completed another build-out analysis with more detailed information based on a parcel-by-parcel review.

### City Build-out Analysis

To more accurately assess local growth potential, the Community Development and Planning Department conducted a build-out analysis that was parcel-based rather than aerial-photo based. This method is more fine-grained, and takes into consideration local knowledge about existing land use and ownership patterns. Because most of the land in the city is zoned for residential use (77 percent of the total land area), the analysis considers future residential development in considerable detail.

The parcel-based analysis has two components: maximum build-out based on vacant parcels; and maximum build-out of underdeveloped parcels. As shown in Table Residential Build-Out, 1,260 single-family lots can be developed on vacant parcels within the city; approximately one-half of these are in subdivisions of ten lots or more. An additional 20 housing units can be developed in districts zoned for two-family residences, and 24 dwelling units can be developed in the R3 and R4 zoning districts combined.

*Table. Residential Build-Out under Current Zoning*

<b>Zoning District</b>	<b># Vacant Parcels</b>	<b>Dwelling Units, Vacant Parcels</b>	<b>Dwelling Units, Infill</b>	<b>Total Dwelling Units</b>
R1 Single Family	310	932	225	1,157
R1A Single Family	202	184	283	467
R1B Single Family	34	81	154	235
R2 Single Family	19	19	NA	19
R2 Two Family	10	20	NA	20
R3 Multi-family	4	11	NA	11
R4 Multi-family	7	13	NA	13
R5 Multi-family	0	0	NA	0
<b>Total new dwelling units at build-out</b>		<b>1,260</b>	<b>662</b>	<b>1,922</b>

In summary, 1,859 new single-family lots and 63 new multi-family units can be created in a full build-out scenario under current zoning without taking into consideration allowable expansions to buildings in two-family or multi-family districts.

As shown in Table Commercial and Industrial Build-Out, the analysis shows that approximately 4.2 million square feet of additional commercial and industrial space can be built under current zoning. The majority of this space is in the Designated Development District, where 2.5 million square feet of space can be developed. Other significant areas are in the Light Industrial District, where 674,000 square feet can be developed, and in Centennial Industrial Park and its environs, where an additional 500,000 square feet can be developed on vacant parcels.

*Table. Commercial and Industrial Build-Out under Current Zoning*

<b>Zoning District</b>	<b># Vacant Parcels</b>	<b>Comm/Ind. (SF) in Vacant Parcels</b>
BC Business Central	11	64,782
BH Bus. Regional	12	79,196
BN Bus. Neighborhood	7	132,945
BR Bus. Regional	10	250,172
DDD Designated Dev. Dist.	11	2,555,125
IL Light Industrial	26	674,169
IP Industrial Park	20	496,336
<b>Total new commercial/industrial square footage at build-out</b>		<b>4,252,725</b>

A build-out analysis, even if it is as detailed as described above, is only an approximation of possible future growth in the community. Market conditions, changes in population demographics, the types of industries that desire to locate in this region, the growth and changes in consumer attitudes and spending patterns, and the stance of the community regarding growth, all play an important role in shaping the ways in which Peabody will change.



## **LAND USE GOALS AND OBJECTIVES**

### **Land Use Goals**

To promote a balanced mix of land uses in order to:

- preserve property values
- maintain the low tax burden
- provide quality public services
- preserve and enhance local resources
- provide diverse, quality jobs and
- ensure that housing options are affordable and accessible for all residents.

### **Land Use Objectives**

- LU 1. Determine the most efficient and effective use of undeveloped or underutilized land to generate jobs, provide housing, or preserve for open space.
- LU 2. Identify and understand the strengths and deficiencies of the existing zoning before enacting any zoning changes and ensure that they are consistent with and support the goals and objectives stated in the Master Plan.
- LU 3. Clarify and make efficient the role that different entities play in the planning and development process, and coordinate their activities to be consistent with the goals and objectives of this plan. Entities outside of Peabody that also influence land use decisions in the city should also be made aware of this plan so that regional decision-making can be coordinated.
- LU 4. Ensure that capital improvement projects are consistent with the goals, objectives, recommendations and policies stated in the Master Plan. [Discussed in the Public Services and Facilities section]

## **LAND USE POLICIES AND STRATEGIES**

The omnibus strategy includes comprehensive revisions to regulations, revised procedures and criteria for managing land use within the City, acceptance of new types of development that have less impact on the City services and infrastructure, new cooperation between government entities, and a focus on some key areas that will affect the whole City.

**Strategy 1: Comprehensively revise the Zoning Ordinance to protect natural and built assets, improve land use management, and to realize the City's vision.**  
[Supporting Objective LU 2]

Planning for the future of the city should direct development to ensure that it fits into and blends with the unique land features and built character of the community. Zoning should:

- Protect special site features such as natural and cultural resources
- Promote consistency in scale and maintain diversity in existing neighborhoods
- Take advantage of existing public infrastructure
- Support business development in appropriate locations
- Reduce vehicle traffic and congestion and promote alternate modes of travel
- Continue to improve public health and safety
- Provide flexibility for new approaches that meet the needs of the community.

When considering the latter, the City should adopt innovative zoning that reduces vehicle traffic generation, increases developed land values, and provides housing to support local workers in all economic strata.

### **Actions for Comprehensive Rezoning**

To aid in the process of overhauling the Zoning Ordinance, the City should create a Rezoning Committee, prepare a detailed time schedule, and make frequent reports to the public on the development of the new zoning. The Rezoning Committee should prepare draft revisions for public review, discussion, further revision and subsequent formal adoption by the City. The commitment of time by the City planning staff will be significant during this process. The city should consider the funding and use of outside zoning specialists to consult and assist in the completion of the rezoning. Keeping to a regular schedule of outreach to the public to show products from the effort will provide a smoother process and easier decision making as well.

This strategy includes the following tasks:

- 1.1 Review the current citywide zoning ordinance and identify its strengths and weaknesses in meeting the Master Plan's Goals and Objectives, to ensure that all zoning is compatible with the intended and adjacent uses, and is consistent with the goals and objectives of this Plan. [LU 2.1] Revise the zoning ordinance as needed to protect residential and natural resource areas from commercial and industrial development through rezoning and provide additional buffer zones and similar protection mechanisms. [LU 2.5]

- 1.2 Evaluate the success of the zoning ordinance on an annual basis, and amend the ordinances as necessary to ensure that all future zoning changes are consistent with the goals and objectives of the Master Plan. [LU 2.12]

### **Specific Rezoning Proposals**

In addition to comprehensively recodifying and revising the zoning ordinance as described above, the following action steps describe area-specific or topic-specific rezoning proposals that will result in higher value development with fewer impacts to the city services. See also Strategies 5 and 6 for other specific rezoning proposals.

- 1.3 Identify areas in which increased residential density would be appropriate, and establish zoning for a new village district that would encourage infill development and property reuse that reinforce neighborhood character. [LU 2.2]
- 1.4 Create a comprehensive Downtown mixed use district with new design and zoning standards that reinforce the existing and historic character of these districts, in order to encourage change in uses of downtown industrial buildings to mixed uses where appropriate. [LU 2.4 and 2.8]
- 1.5 Identify large areas of undeveloped residentially zoned land and develop a Planned Development Area overlay district that encourages new residential subdivision as part of a “self contained” mixed-use neighborhood and/or as open space. [LU 2.3]
- 1.6 Establish new regulations that lower the traffic impact review threshold and mandate specific mitigation measures for projects that exceed stated impact levels. [TC 4.5]

<b>Strategy 2: Act on regional solutions to land use issues through expanded coordination with neighboring communities. [Supporting Objective LU 3]</b>
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The City should act on regional initiatives to address issues that transcend municipal boundaries. After organizing internally, the next step is to reach out to the adjacent communities and identify the linked land use management needs.

### **Actions for Regional Cooperation**

The City should develop a procedure to allow official input into major development projects on the borders of these neighboring communities. Additionally, the City should develop policies to address cross-border issues, in particular transportation and land development. Direct contacts between intercity departments and the use of Metropolitan Area Planning Council staff are ways to initiate this effort. However, the chief elected officials should be called on to promote and institutionalize the cooperation.

Steps to promote this cooperation include:

- 1.1 The City should hold a ‘summit meeting’ at least once a year with neighboring communities to discuss projects of mutual interest that are near city borders.
- 1.2 Danvers, Middleton, Salem, Lynnfield, and Lynn officials should be notified when any action is taken in Peabody that might influence land-use in their communities with an expected reciprocal action.

**Strategy 3: Manage the public and private development processes to meet City Master Plan goals and objectives.** [Supporting Objective LU 3 and LU 4]

The planning process begun in this Master Plan effort should be used to initiate greater coordination among city agencies, boards and commissions. It will be even more effective when coordinated within City departments at all staff levels, including final actions by the Building Inspector. Staff and office-level actions and support to the land use management process should be coordinated through regular (monthly) meetings and interim discussion; a GIS-based project review process, and continuing education opportunities for all city employees.

In addition to regulations, each city agency, board and commission has established policies and procedures to help them administer their legal responsibilities. These policies and procedures are often overlooked with changes in board make-up and participation. Education of board members, consistent application of policies, and integrated procedures will create a more unified city approach to land use management. This strategy complies with the objective to clarify, coordinate, and make efficient the role that different entities play in the planning and development process, and coordinates their activities to be consistent with the goals and objectives of this plan.

In addition, representatives from neighborhood associations should be formally incorporated into the planning and development processes that will shape future uses and amenities in districts of the City. This should become a standard practice of any board, commission or committee charged with preparing a detailed plan or strategy. The Council and the Mayor should also solicit local input in subsequent decisions that affect individual neighborhoods and developments.

**Actions for Management Objectives**

The goals and policies of this Master Plan should be made available to all new board and commission members to ensure that their actions affecting development within the community are consistent with the plan. Discussion and question/answer sessions on the Master Plan should be part of the education of all new board members. With a consistent approach within each board and commission, then the city can determine administrative policy or procedural standards to ensure the coordination of reviews.

- 3.1 Distribute the goals and objectives of the Master Plan to board and commission members and educate them on the plan's content.
- 3.2 Improve the process of development reviews to ensure an integrated and coordinated response from Boards, Commissions and staff. [LU 3.1]
- 3.3 Integrate Geographic Information System (GIS) to improve the land-use management abilities of City Departments by completing Phase II of the City GIS program. [LU 3.2]

<b>Strategy 4: Maintain the desired balance of land uses</b> [Supporting Objective LU 1]
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Peabody's remaining undeveloped land, as well as any land proposed for redevelopment, should be identified and prioritized according to its value for commercial, industrial or residential development or open space. The basis of these values should be the specific objectives of the Master Plan, such as the focus on certain areas of the city, the protection of industrial and commercial centers, the development of affordable housing in appropriate areas, and the protection of land with high environmental, cultural or scenic value. These values can then be used to rank development or redevelopment proposals.

Peabody has several industrial and business parks that are extremely important to the economy of the City. Since the potential for developing more industrial parks is limited, the City has a responsibility to ensure that this land is used for this important part of the local economy.

#### **Actions for Balancing Land Uses**

- 4.1 Establish criteria and a ranking system for actions on land use proposals based on their conformance to the Master Plan. The land use ranking system can be considered as part of the other strategies for improving land use management within the community. The ranking system and criteria should be developed through a process of public participation.
- 4.2 Define areas for land use protection or redevelopment. In particular, ensure that industrial park space is reserved for industrial/commercial, non-residential use, maintaining the space and infrastructure for that use, and thereby reducing need to search for new space to dedicate to this purpose. At the same time, industrial park infrastructure should respond to technological advances and provide for access to telecommunications and other innovative technology. (See the Economic Development section.) This approach should be incorporated into the comprehensive rezoning process suggested in Land Use Strategy 1.
- 4.3 Protect established and undeveloped industrial and commercial land from encroachment by residential development to maintain the economic development and redevelopment potential of those areas. [LU 1.2]

- 4.4 Increase buffer zone requirements for commercial and industrial areas, and require residential developers to provide buffer zones. [ED 4.6]

**Strategy 5: Develop land management regulations to establish transit oriented development [TOD] nodes. Encourage increased density and mixed uses in existing commercial districts.** [Supporting Objectives LU 1 and TC 2]

Transit oriented development (TOD) is a mix of residential, office, and commercial uses at densities sufficient to support a transit system that is convenient and readily accessible. The existing development pattern of the City includes several areas where commercial use mixes with residential use. In many cases, these are low-rise developments that already serve neighborhood and city needs and are within walking distance of nearby neighborhoods. The Downtown, for example, is a high-density area that is close to major transportation nodes. Other areas are in close proximity to transit service and have the potential to support (TOD) as a large-scale residential and mixed-use development.

In an effort to establish transit-oriented development, additional services and residential use are needed to bolster the vitality of the commercial area and meet other needs of the neighborhood and city. Some newly developing residential areas might benefit from carefully sited mixed-use development as a transit-oriented development. Design and site development standards should guide these neighborhood additions.

### **Actions for Transit Oriented Development**

The City should specify, and where necessary require, mixed-use development opportunities that provide a mix of office, retail, and residential uses connected to public transit and alternative modes of transportation.

Specific areas for TOD will be identified and developed where they protect and strengthen existing neighborhoods and make efficient use of existing land use and transportation patterns. The *20-year Citywide Transportation Plan* also provides recommendations and information about TOD.

- 5.1 Establish criteria for development of new transit oriented developments, including minimum density, number of jobs, developable acreage, access roads, transit options, and potential expansion of residential units. [TC 2.2]
- 5.2 Identify and prioritize existing areas that could be enhanced or expanded to meet TOD criteria. [ED 1.5] Two areas in Peabody could be developed as TODs based on their close proximity and access to major multiple transportation modes: the Downtown area and the Northshore Shopping Center. [TC 2.1 and 2.9]

- 5.3 Improve identified areas to create the TOD, including adoption of zoning and site plan standards; construction of infrastructure; and agreements with public and private transit operators.

**Strategy 6: Concentrate efforts on the Focus Areas of this Master Plan.** [Supporting Objectives LU 2 and LU 5]

Special attention is needed in guiding growth and land use in the transportation corridors (Route 114 and Route 1) with their issues of potential build-out and increased traffic, and in the Downtown with its historic, floodplain, and social/cultural issues.

**Actions for Focus Areas**

- 6.1 Adopt new zoning provisions for Route 1 that minimize long-term retail-related traffic impacts along the Route 1 corridor and encourage non-retail commercial uses, office uses and hotels that support the City's overall long-term development strategies. [LU 2.6]
- 6.2 Adopt new zoning provisions for land along Route 114 that encourage the transfer of retail land uses to non-retail commercial uses over the long term, and reduce retail traffic impacts. Rezone undeveloped commercial parcels to non-retail uses, and retain existing residential uses to reduce traffic impacts as well. [LU 2.7]
- 6.3 For the Downtown Focus Area:
- Strengthen Downtown as a mixed-use district,
  - Focus on Downtown as the city's cultural and social center,
  - Revitalize the retail and industrial areas,
  - Improve pedestrian access,
  - Encourage more year-round activities [LU 5], and
  - Revise the zoning ordinance to allow redevelopment in the Downtown area flood zone by establishing Downtown District Building and Flood Design Guidelines and a plan review process that responds to FEMA and city building controls. [LU 2.9]





## **ECONOMIC DEVELOPMENT**

### **SUMMARY OF EXISTING ECONOMIC CONDITIONS AND TRENDS**

Economic strategies in the 1980's and 1990's capitalized on Peabody's pivotal location as the gateway to the North Shore at the intersection of the region's major highways. As a result, Peabody developed into a major industrial, commercial and employment center.

Between 1997 and 2000, the unemployment rate for Peabody declined from 4.1 percent to 1.7 percent. According to the Massachusetts Department of Employment and Training, wholesale and retail trade, services, and manufacturing sectors represented 39 percent, 29 percent, and 14 percent, respectively, of the City's employment with 10,635, 7,790 and 3,905 people employed in each sector.

#### **Industrial Development**

As part of its economic strategy, the City developed two major industrial parks: the 100-acre Peabody Industrial Park and the 307-acre Centennial Park. Peabody Industrial Park is currently at 95 percent occupancy. Within Centennial Industrial Park are over 2 million square feet of office and manufacturing space with land sale proceeds totaling approximately \$4,000,000. With these industrial parks approaching build-out the last major area for industrial and commercial is the Designated Development District across Route 128 from Centennial Industrial Park.

Located in the City are also several privately owned and developed industrial and office parks. These include the 20-acre Lakeland Industrial Park on Forest Street off Route 1, which is 85 percent developed. Northway Office Park is comprised of several offices, manufacturing and distribution buildings totaling approximately 2 million square feet. The West Peabody Office Park is a 10-acre office/manufacturing park. Corporate Place 128 is a 49,000 square foot office building housing approximately 64 service agencies.

#### **Commercial Development**

Peabody is home to North Shore Mall, one of New England's largest and most modern shopping malls covering 108 acres with parking for 7,700 cars. The Route 114 corridor west of Route 128 is a dense commercial corridor that adds to the overall commercial activity within Peabody.

#### **Tax Base**

The development boom of the 1980's and 1990's proved beneficial to the City's tax base. The total tax levy rose. The reliance on the residential share of the tax base declined while the levy rose for all taxable land use types. This allowed property tax rate reductions to the point where Peabody now has the lowest residential and business tax rates in the North Shore.

The largest land use in the City is residential, which covers 4,514 of the 10,752 acres, or approximately 42 percent of that total acreage. Non-residential land uses cover 2,365 acres, or approximately 22 percent of the total acreage. Agriculture, recreation, mixed-use and open space (developable or not developable) comprise 3,869 acres, or around 36 percent of the City's total acreage.

The percentage of commercial/industrial/personal (CIP) property as a percentage of the total tax levy increased every year from 1987 to 1995, increasing from 33 percent to a peak of 45 percent in 1995. Since 1995, the average annual tax levy has remained around 44 percent for CIP properties and 56 percent for residential. Between 1990 and 2000, the percentage of residential properties as a total of the tax levy declined from 62.3 percent to 56.6 percent while the assessed values levied on those properties increased from just over \$20 million to about \$25.5 million. The assessed values levied for CIP properties increased almost 60 percent to \$19.6 million.

The City of Peabody's land and real estate tax revenue for fiscal year 2001 by use classification is the following: residential is 58.5 percent, commercial is 30.3 percent, industrial is 9.4 percent and personal is 1.6 percent. Current tax rates are \$8.29 per thousand for residential, \$16.15 per thousand for CIP property.

### Economic Assistance

Peabody's recent economic success did not occur without financial savvy. In addition to developing focused economic development strategies the City made wise use of state and federal grants. Much of the City's recent development was spurred by federal money through \$14.5 million in Urban Development Action Grants (UDAG). The City used these funds to attract companies to Centennial Industrial Park and assist with site development costs. Since 1979, Peabody has received approximately \$700,000 annually in Housing and Urban Development (HUD) Small Cities Grant funds to operate a housing rehabilitation grant and loan program for low and moderate income families in the downtown residential area. To date, the City has renovated over 1,500 housing units with this program and has received over \$15 million in Small Cities Grant funds. Over \$1,000,000 in facade and interior improvements were made to several older buildings in Downtown Peabody.

## **ECONOMIC DEVELOPMENT GOALS AND OBJECTIVES**

### **Economic Development Goals**

To promote and maintain the economic health of appropriate commercial and industrial activities that contribute to the community's quality of life and that fit within Peabody's social and physical environment.

### **Economic Development Objectives**

- ED 1. Work to maintain and expand the tax base by identifying areas suitable for commercial and industrial development and redevelopment.
- ED 2. Encourage a diverse blend of businesses both Downtown and in industry centers citywide.
- ED 3. Develop strategies for Downtown Peabody that will take advantage of traffic volume and help transform it from a pass through area into a destination area.
- ED 4. Expand and enhance Peabody's image as a "business friendly" city.

## **ECONOMIC DEVELOPMENT POLICIES AND STRATEGIES**

Provide long-term, stable growth in economic development that will maintain current levels of commercial and industrial jobs which continues to enhance local tax revenues.

**Strategy 1. Complete physical improvements for economic development to the Downtown and Citywide through a coordinated effort to secure funding, finalize designs, and implement recommended changes. [Supporting Objectives ED 3 and ED 4]**

Physical improvements are needed in the Downtown area to enhance it as a place to work, visit and live. Downtown should provide interesting streets with a well-kept streetscape and the varied uses that line the sidewalks. It should express the historic heritage of Peabody through preservation and restoration of its architecture. The district should be animated by activity, as the venue for delightful public events. It should also accommodate pedestrians, parking, and 1<sup>st</sup> floor retail. Improvements to side streets, building facades, and other physical improvements would enhance the attractiveness of the downtown. Recent plans, such as the Downtown 2005 Plan, provide a basis for the area's revitalization.

These and other improvements for the Downtown and City can be developed through public infrastructure and private investment. Further discussion of public facilities and services is included in the Municipal Facilities and Services section, Strategies 2 and 3.

### **Action for Physical Improvements**

The strategy to accomplish these physical improvements must include the participation of the residents, property owners and businesses, who may not be represented by the same individuals. Options to attract broad participation are the Chamber of Commerce, direct mailings and establishment of formal committee(s) to provide a forum for interaction.

A city office that will take a role in assisting these people and obtaining their input is also recommended to ensure that there is a liaison and connection to city actions. Specific actions include:

- 1.1 Develop a Downtown parking strategy. [ED 3.4]
- 1.2 Determine the feasibility and cost effectiveness of developing appropriate telecommunications infrastructure to make Peabody more attractive to changing and future industries. [ED 4.2]
- 1.3 Develop a capital improvements plan to reduce flooding, and use the Flood Hazard Mitigation Plan as a project guide. [Objectives NRR 5 and PFS 4]

<b>Strategy 2. Create or support ongoing programs to improve the image and market the Downtown.</b> [Supporting Objectives ED 2 and ED 3]
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There is more to a vital downtown than “bricks and mortar”. The following promotion and maintenance program should provide for a consistent and high quality image, through cooperative stewardship:

- Support business-based programs for special events and seasonally marketed programs.
- Promote Downtown to Peabody visitors, improving market vitality.
- Market Downtown to prospective businesses to fill vacant storefronts and office space.

### **Actions for Downtown Marketing Plan**

Support the development of Downtown as a mixed-use, mixed-income area with the development of a people generator in the Downtown area as recommended in the Downtown 2005 Action Plan. Marketing and promotional strategies in the Downtown 2005 Action Plan include:

- 2.1 Recruiting a major people generator in a centralized location that will help establish the Downtown as a destination

- 2.2 Forming a retail recruitment committee to actively solicit new and appropriate businesses
- 2.3 Forming a Downtown management entity to coordinate cooperative advertisement and promotions.

Other specific actions include:

- 2.4 Identify economic and regulatory strategies for Downtown to encourage building reuse for businesses and industrial properties to help stabilize overall downtown property values. [ED 2.1]
- 2.5 Redevelop Downtown as a specialty-shopping district. [ED 3.3]

<b>Strategy 3. Encourage a mixed use of commercial and residential properties in the Downtown.</b> [Supporting Objectives ED 2 and LU 5]
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Downtown Peabody is well suited to the preferences of an increasing number of people at all income levels who elect to live in urban locations. Downtown and the entire city will benefit from new development that uses second and third floor space to create a mix of commercial and residential uses, and contributes to the sense of activity and security on the street.

As stated in the Downtown 2005 Plan, the downtown should not compete with the mall, and “should focus on neighborhood, convenience, and specialty retailing.” Several buildings on Main Street and the adjacent commercial areas are single-story and provide an opportunity to add height and space for residential and/or commercial use. Furthermore, several of these and other buildings are appropriate for mixed-use development and can be converted from single-uses.

The strategy for this effort includes the concepts and ideas that were presented in the land use section. The special focus on the Downtown as an area where so many local interests meet may require additional processes for input and participation to ensure a broadly supported plan.

### **Actions for Downtown Mixed Use**

Actions to complete the proposed strategy are found in Land Use Strategy 7 and Land Use Strategy 9. More specific actions for the Downtown area are recommended under those strategies.

**Strategy 4. Seek local, regional, state and federal cooperation and funding to support commercial area improvements. [Supporting Objective ED 1]**

The Department of Community Development should work with the Peabody Chamber of Commerce to search for funding and make funds available to support Downtown improvements. These offices could prioritize a list of needs and match them with the appropriate local, state, and federal funds. In addition, because the market areas are broad, regional cooperation will be important to ensure the continued vitality of the commercial areas.

**Actions for Government Coordination and Assistance**

Other specific strategies are identified in the Land Use Strategy 2 and Land Use Strategy 9. Specific actions include:

- 4.1 Coordinate Route 114 corridor Economic and Land Use strategies with Danvers. [ED 1.8]

**Strategy 5. Establish a marketing and promotion plan for the businesses of the community. [Supporting Objectives ED 1 and ED4]**

The image of Peabody should be enhanced as a “business-friendly” city. The most appropriate way to complete this goal is to develop a marketing and promotion plan that attracts specific business types.

**Actions for Marketing and Promotion Plan**

The City should first set the framework and gather the information necessary to establish the basis of the business development plan:

- 5.1 Identify the potential of undeveloped properties, compatibility of adjacent properties, the low tax rates, convention center options, access to major hotels, highways, and airports, and other benefits of locating a business in Peabody.
- 5.2 Changing zoning to transfer low-end commercial land uses to higher revenue-generating “clean” industries.
- 5.3 Streamline permitting process
- 5.4 The city should also establish a plan for increase the technology infrastructure that so many businesses are dependent upon today. This would include:
  - Develop a needs assessment for high tech communications.
  - Identify potential partnerships and or investors to install high-tech infrastructure.

- Market communications capabilities, companies that use it, and potential benefits of establishing a business in Peabody. [see ED 4.2]

The City must then decide if it wishes to partner with other local or regional agencies, and/or provide direct local support in the form of an office for economic development and marketing, obtaining the temporary support of a marketing consultant, or simply funding other existing agencies.

- 5.5 Continue financial incentive programs that support industrial uses where continued industrial uses are appropriate. [ED 1.1]
- 5.6 Commission an Economic Development study that identifies options for long-term (20-30 years) land reuse, and help develop land use, economic development, and transportation strategies that will encourage land use that maximizes their economic potential. [ED 1.2]
- 5.7 Along the Route 1 corridor, encourage long-term transfer of commercial land uses and the reduction of the number of low-end commercial uses along Route 1 corridor to higher revenue-generating and job-producing businesses through zoning changes. [ED 1.6; see also Land Use Strategy 9]
- 5.8 Identify the types of commercial and industrial uses the City wants to attract. Develop policies to increase the probability of these business types locating in Peabody. [ED 4.1]
- 5.9 Identify funding sources to support a study through the North Shore Convention Council to determine the feasibility of a 50,000-60,000 sq. ft. North Shore conference facility. Identify the location and site characteristics required to support such a facility. [ED 4.3]
- 5.10 Continue economic development strategies that take advantage of the convenient highway access. [ED 4.4]
- 5.11 Continue to support and revitalize Peabody's existing businesses and structures. [ED 4.5; See also Land Use Strategy 4]

In addition, the Public Facilities and Services Strategy 5 directs other efforts in support of these actions.





## **HOUSING**

### **SUMMARY OF EXISTING HOUSING NEEDS AND TRENDS**

Peabody's housing stock includes a wide range of housing types, including large single-family homes, luxury apartments, small apartment buildings, and mobile homes. Despite this variety and an overall range in housing prices, housing affordability is a key issue in the City. Like all communities in the region, Peabody has been strongly affected by the rise in housing prices during the past decade. The City has been working to improve the condition, the availability, and the affordability of homes for its residents for many years. The City must continue to implement new programs, and transform existing ones to respond to changing needs.

During the past decade the construction of single-family homes continued, however, the pace of this construction was considerably slower than in the 1970's and 1980's. This decrease in construction activity can be primarily attributed to the lack of easily developable land. As the rate of supply decreased, the prices for these homes rose sharply in conjunction with housing prices across the Commonwealth. The median residential sales price (including condominiums) in Peabody increased by 43 percent between 1996 and 2000. The median price of a home between January and October 2001 was \$260,000, and the median condominium price was \$173,000.

Rental prices rose at a higher rate than sales prices during the past decade. Rents for one, two, and three bedroom apartments, which now range from \$600 to \$1,500 per month, increased 57 percent during the 1990's. While apartments in duplexes and triple-deckers are rarely available, a few large apartment and townhouse developments have recently been constructed, and several others are in the pipeline for approval.

A number of mobile home parks, including four cooperatives, are located in the City. With more than 600 pads, the City has one of the highest concentrations of mobile homes in the Commonwealth. Land rents within the parks are controlled by a Rent Control Board established by the City.

Compared with other North Shore communities, Peabody has a relatively high percentage of affordable housing as calculated by the Massachusetts Department of Housing and Community Development. The Commonwealth defines affordable housing as units that are affordable to households earning no more than 80 percent of the area median income. According to the 2001 Affordable Housing Inventory, 9.3 percent of the units in Peabody are affordable, about 180 units short of the 10 percent goal set by the Commonwealth. This inventory primarily includes units that are funded by state and federal programs. However, contracts related to 313 units, more than 20 percent of the City's affordable housing inventory, are scheduled to expire by 2005.

The City has worked to address the need for affordable housing and the aging housing stock for many years. The City has run a housing rehabilitation program since 1980, which provides deferred payment loans to eligible homeowners to upgrade property and eliminate safety hazards. The program is now open to residents of communities throughout the region. The First Time Homebuyer Program, using HOME and Community Development Block Grant (CDBG) funds, assists low and moderate-income families to purchase their first home. The program has aided hundreds of Peabody families in the decade since its inception. However, during the recent rise in prices, it has been difficult for applicants to locate homes that qualify for the program. Moreover, two-income families often earn too much to qualify for the First Time Homebuyer program, yet they are still priced out of the market. The City recently initiated another housing rehabilitation program designed to provide assistance specifically for disabled residents.

The Peabody Housing Authority is a major provider of affordable housing in the City. The Authority administers state and federal funds including Section 8 Rental Vouchers, which aid low-income households to pay rent in privately owned apartments. The Authority also owns more than 500 units that are rented directly to eligible households. However, the waiting lists for the Authority's programs is one of the longest in the region, especially for families needing housing, and the number of certificates available have been reduced in recent years.

The shortage of housing is particularly felt among the senior citizen population. Since 1990, the population of Peabody residents over age 65 has increased by 26 percent. The number of individuals over age 65 living alone has increased 22 percent in the same period. Currently, the City has several housing developments that include units specifically designed for the elderly. Some of these units are subsidized, while others are in private complexes. The Peabody Housing Authority owns 345 units for elderly residents.

The varied housing stock in Peabody helps to attract and maintain its diverse population. Programs that continue to ensure a range in prices and choices contribute to a vibrant community.

## HOUSING GOALS AND OBJECTIVES

### **Housing Goals**

To ensure that a full range of housing options exists for all Peabody residents and families regardless of income level, physical ability, and age.

### **Housing Objectives**

- H 1. Work with banks, developers, non-profits, and the Peabody Housing Authority to increase the number of affordable units in the City and work towards meeting the Commonwealth's ten percent affordable housing threshold.
- H 2. Expand housing options for seniors by improving the quality of life for those remaining in their homes, and by increasing the number of senior units and affordable units with supportive services.
- H 3. Investigate steps to make the purchase of a home more feasible for moderate-income families who do not qualify for existing programs.
- H 4. Develop policies to make alternatives to single-family homes, such as mobile homes and rental apartments, more desirable housing options.
- H 5. Collaborate regionally to study and respond appropriately to the needs for non-traditional housing, including substance abuse treatment and transitional housing.

## HOUSING POLICIES AND STRATEGIES

The strategies cover three areas:

- 1. Preservation and improvement of the existing housing stock, to maintain affordable units, and to upgrade living conditions and property values;
- 2. Development of new units to meet state housing goals;
- 3. Use of regulations to encourage and support affordable housing.

**Strategy 1. Increase and maintain affordable housing supply in all neighborhoods through regulation and public programs. [Supporting Objectives H1, H2, and H3]**

The City must take major steps to expand the supply of all housing types and the range of prices in all areas of the City in order to increase affordable housing options. In view of high demand and high prices for housing, many individuals and families must make choices based on financial necessity rather than type or location of housing. Unless housing supply is expanded in many categories, the market will gradually reduce choices

for many residents of the city, as those who can pay more for housing out-bid those of lesser means, resulting in displacement at the lower end of the spectrum.

The City must identify the groups of people that are currently having difficulty finding housing, and the types of housing that they need. The public should better understand the broad range of people, including teachers, nurses and services workers, who are integral to the community but who are significantly affected by the recent increase in housing prices. In particular, the needs of low-income households (between 80 percent and 50 percent of the area median income (AMI), very low-income households (between 50 percent and 30 percent of the AMI, and extremely low-income households (below 30 percent of the AMI) should be examined. This will provide a useful picture of housing needs across all segments of the population in accordance with standard income designations used by policy-makers.

Maintaining a suitable housing supply also requires a thorough understanding of the types of housing that are currently available and their adequacy. This may be particularly important in regards to the mobile home parks, where residents must deal with the complications of being both owners and renters. Once the characteristics of the housing supply and demand are established, the City can target specific locations and populations where housing should be increased. At the same time, the housing supply must continue to respond to the needs of all market segments to reduce pressure on everyone.

### **Actions for Programs and Regulation**

- 1.1 Establish an Affordable Housing Plan that will identify the extent of affordable housing needs for residents at 30 percent, 50 percent, and 80 percent of the median income.
- 1.2 Expand local and regional non-traditional housing programs as an alternative to the current system of homeless shelters. [H 5.1]

<b>Strategy 2. Increase the supply of affordable rental and owner-occupied housing by expanding participation in the provision of housing. [Supporting Objective H1 and H3]</b>
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This broad strategy relies on the involvement of a variety of players in the community to participate in a variety of ways to increase affordable housing. Collaboration with local nonprofit groups and funding sources, particularly the North Shore HOME Consortium, must be increased to reach the goals described in this Plan. A variety of measures can be taken together with the goal of maximizing permanent affordable units across the City.

### **Actions for Expanding Resources**

The City should provide information about potential sources of money to housing-interest groups and to individuals. These sources might include the Peabody Housing Authority,

North Shore Home Consortium, other local and regional organizations, and financial institutions. These funds alone, however, will not resolve the housing issues, which are largely caused by an overall lack of housing supply. The following are recommendations for increasing housing stock at, or below, market prices:

- 2.1 Create a local Housing Trust to oversee the management of the programs identified in the Affordable Housing Plan, and fund appropriately. [H 1.1]
- 2.2 Form agreements with local housing providers to maintain affordable units after certification expires. [H 2.1]
- 2.3 Work with other communities to lobby the Commonwealth to create a more inclusive definition of "affordable housing", so that it recognizes the variety of housing options typically found in communities such as Peabody. [H 5.4]
- 2.4 Continue housing rehabilitation loan programs to create and maintain the affordable housing supply.

<b>Strategy 3. Revise zoning ordinance and regulations to allow a wider variety of housing options.</b> [Supporting Objectives H1, H2, and H4]
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Utilizing existing structures to increase the number of housing units allows an expansion of the housing supply while causing minimal visual impact on existing neighborhoods. The Zoning Ordinance should set conditions to allow this type of expansion, which can be accomplished in a variety of ways.

### **Actions for Housing Zoning Revisions**

- 3.1 Adopt an 'inclusionary' housing provision in the Zoning Code of Ordinances that would require larger developments to set aside a percentage of affordable units.
- 3.2 Create financial and regulatory incentives for developers to increase the supply of affordable rental housing through the (re) development of unused and abandoned property and the construction of multi-family housing in appropriate neighborhoods.
- 3.3 Support the renovation of existing homes in appropriate zones and neighborhoods into multifamily units by streamlining the process. [H 5.2]
- 3.4 Examine the implications of actively encouraging accessory apartments.

These actions can be incorporated into the comprehensive rezoning proposed in Land Use Strategy 1, or they can be undertaken separately.

### **Strategy 4. Explore and adopt measures to provide a wider variety of housing options for senior citizens. [Supporting Objective H2]**

Many senior citizens prefer to remain in their family homes and in familiar neighborhoods after retirement. Yet for many, the cost of remaining in large homes on a fixed income is simply unaffordable. A variety of assistance programs could address these financial difficulties. State and non-profit organizations could provide considerable financial support to construct assisted living and senior housing in Peabody for residents who seek them.

#### **Actions for Senior Citizens**

- 4.1 Conduct a community needs assessment for Peabody's elderly population to identify current and new programs that will help seniors maintain ownership and safety of their homes. [H 1.1]
- 4.2 Facilitate creative multi-family or shared living arrangements for seniors in larger homes. [Housing Strategy 3]
- 4.3 Determine the necessity and feasibility of the expansion of financial assistance to senior citizens living in private homes. [Housing Strategy 1]
- 4.4 Provide information about the availability of financial assistance to meet living expenses through the North Shore Home Consortium and the Council on Aging. [Housing Strategy 2]

### **Strategy 5. Continue to seek maximum available funding from all sources. [Supporting Objectives H1, H2 and H3]**

The provision of affordable housing depends on the ability of the City to access and utilize funding from outside sources. The City should consider it a primary responsibility to expand the sources of funding, and continue to access these funds. Sources of continued funding include the substantial federal CBDG and HOME program funds.

#### **Actions for Expanding Funding**

- 5.1 Work to implement and continue to support the Community Preservation Act as an option to provide funds for affordable housing programs. [H 2.1]
- 5.2 Establish a revolving loan system to redevelop buildings for affordable housing.
- 5.3 Target tax-title properties for affordable housing where appropriate. [H 2.4]
- 5.4 Find ways to upgrade the aging infrastructure and conditions within the mobile home parks.

- 5.5 Provide City funding to expand the First Time Homebuyer program to include households earning incomes that exceed the state guidelines, and to fund the purchase of homes that exceed the maximum price. [H 4.2]

The Department of Community Development should take a lead role to effect the suggested policy changes, to secure funding from both outside and within the City, and to provide information for residents looking for assistance with the cost of housing.





## **TRANSPORTATION AND CIRCULATION**

Prior to this Master Plan, the City of Peabody completed a 20-Year Citywide Transportation Plan in 1999. The Citywide Transportation Plan presents a comprehensive review of the City's existing traffic and roadway conditions and provides a prioritized implementation schedule of projects geared toward improving access and mobility to, from, and within the City. To this point, the City has implemented numerous roadway and intersection improvements based on the recommendations of the plan. These improvements help to alleviate some of the negative effects of traffic congestion. Redesign and construction projects are completed as funding allows.

The Transportation and Circulation section of the Master Plan addresses broader issues that are beyond the scope of the transportation plan. This section focuses on strategies such as regional transportation planning and development of alternative means of transportation. As well, this section supports long-term policies such as planning for land uses that complement and support existing transportation infrastructure.

### **SUMMARY OF EXISTING TRANSPORTATION AND CIRCULATION CONDITIONS**

Traffic volume within the City of Peabody is heavy, especially during morning and evening peak commuter hours. The majority of Peabody's east-west and north-south arterials suffer from poor levels of service (LOS) during peak hours (LOS E-F on a conventional grade scale). These levels of service indicate that the daily traffic volumes overburden roads and intersections. Poor LOS results in frequent stoppages, degraded air quality, and delays for motorists.

There are a number of factors that contribute to high traffic volume in the City. Peabody is a major regional employment center with upwards of twenty-six thousand jobs. Many commuters travel to the City on a daily basis to work in the industrial parks in and around the Route 1 and Interstate 95 corridors. In addition to the influx of workers, the City's local roadways provide direct access to Routes 1 and 128 and I-95 for many residents in neighboring communities. Finally, there is over 1.75 million square feet of leasable commercial and retail space concentrated in the area of Routes 1 and 114 that generates a significant amount of vehicle trips. Comparisons of traffic counts performed in 1990, 1996, and 1998 indicate that the number of vehicles per day on local roads and regional highways is growing.

Increasing the transportation options that are available for residents has been identified as a priority by the City. Current transit services do not provide frequent and convenient links between the City's major employment centers and mass transit such as the commuter rail at the Salem MBTA station. Other modes of transit, such as the Massport Logan Express Shuttle and the Coach Company commuter shuttle to Boston, are completely inaccessible by public transit. Coordination between regional transportation providers is of the utmost importance if we hope to make mass transit a viable option for residents.

## **TRANSPORTATION AND CIRCULATION GOALS AND OBJECTIVES**

### **Transportation and Circulation Goals**

To ensure that all residents and businesses are served by an integrated and efficient transportation network.

### **Transportation and Circulation Objectives**

- TC 1. Work regionally and with state agencies, transportation providers, and businesses to expand the transportation options available to Peabody residents, reduce the number of automobile trips in the City, and establish an integrated approach to managing traffic in the community.
- TC 2. Establish transit oriented development (TOD) areas to utilize existing infrastructure and accommodate needs for existing and future transit.
- TC 3. Expand options and increase safety for bicycle and pedestrian traffic.
- TC 4. Collaborate with public services and traffic enforcement departments to facilitate efficient and safe traffic flow throughout the community.
- TC 5. Work with neighborhoods to get them more involved with transportation issues such as traffic calming.

## **TRANSPORTATION AND CIRCULATION POLICIES AND STRATEGIES**

Create an integrated and efficient transportation network to provide access for all residents and businesses, and in all modes but focused on alternatives to private vehicles. General strategies place a priority on implementing the Transportation Plan to move traffic more efficiently and recognize it is necessary to “embrace the bus” to truly reduce the impacts associated with traffic.

### **Strategy 1. Create negotiating and management strength with a regional perspective. [Supporting Objective TC 1]**

Approach the surrounding communities with a plan that uses MAPC, existing private transit services and locally-supported transit service operators, to create a regional transit planning coalition. Using common goals as a starting point, approach the State and Federal transportation agencies that can provide political and financial support for the objectives of increasing regional transit services. At the same time, prepare and distribute local educational brochures or questionnaires to elicit responses from local commuters. Use specific improvements in bus and train transit service as the initial objectives. As support

grows, add new or additional objectives to expand the transportation improvements to bicycle and pedestrian-oriented improvements.

### **Actions for Regional Management**

- 1.1 Establish a regional Transportation Management Authority system and work with area communities to manage intercommunity transportation issues.
- 1.2 Work with MBTA to increase frequency and expand existing MBTA bus routes throughout Peabody.
- 1.3 Provide incentives to expand private transit provider coverage including transit access to commuter bus shuttles, train station stops, and park and ride lots as necessary such as in the Salem State College and Downtown areas. [TC 1.4]
- 1.4 Work with Massport to link the Park-n-Ride lot that is linked to bus systems. Establish agreements with state agencies and transit businesses to acquire a suitable location and arrange for an efficient and cost-effective transportation system. [TC 1.1]
- 1.5 Act on regional solutions in accordance with Land Use Strategy 2.
- 1.6 Involve the region's highest elected officials in the regional and local transportation and circulation initiatives proposed in this master plan.

<b>Strategy 2. Support programs that encourage use of modes that are alternatives to the private automobile.</b> [Supporting Objectives TC 1 and TC 3]
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Support of infrastructure for alternatives to the private automobile – such as walking, bicycling, and using bus, water, or rail transit must be generally agreed upon to ensure their installation. Publications distributed by city agencies should inform residents and visitors about how to move around the City without an automobile. Sidewalk, bicycle, and pedestrian improvements within neighborhoods should be prioritized by all related City agencies and programmed for installation by the Department of Public Services. A combined committee of planning, environmental, and public works officials can set the program for the improvements and present it to the Mayor and City Council.

### **Actions for Alternative Modes**

- 2.1 Educate residents on existing transportation alternatives through brochures, signs, the Internet, and other appropriate means of communication.
- 2.2 Build curb extensions and pedestrian islands, as appropriate, to increase pedestrian safety in high traffic locations such as along Lowell, Lynnfield, and Main Streets.
- 2.3 Implement the Transportation Plan's recommendations to fill in the gaps within the City's sidewalk system.

- 2.4 Tie in existing and future sidewalks, bikeways, and jogger paths into a citywide greenway and alternative circulation network. [TC 2.3]
- 2.5 Provide a system of jogger trails/sidewalks where demand requires these paths such as in the industrial parks. [TC 2.3, 2.4]
- 2.6 Establish guidelines for all new development to provide wider walkways that allow recreational activities – walking, jogging, and bicycling – off the streets.
- 2.7 Utilize wide streets, such as Lowell, Lynnfield, and Main Streets, which are appropriate for new bike routes, lanes, center strips, and similar improvements, to enhance bicycle and pedestrian use and safety.
- 2.8 Ensure appropriate amenities such as route maps, bicycle racks, and bicycle shelters, are provided to enhance bicycle use.
- 2.9 Establish agreements with public and private transit operators that would serve transit oriented development. [TC 1.1]

### **Strategy 3. Develop new ways to distribute information on available transportation options.** [Supporting Objective TC 5]

The Department of Community Development should develop and provide information on alternative modes of transportation – bike paths, walking paths, bus shuttles, trails – and incorporate this information into publications distributed by the Department. An example of when this type of assistance could help is the Peabody Transit Shuttle that transports people between Downtown Peabody and the North Shore Mall. The Peabody Transit Shuttle, however, needs to expand its marketing.

#### **Actions for Information Distribution**

- 3.1 Expand marketing of transit options, especially for the Peabody Transit Shuttle.

### **Strategy 4. Identify, prioritize, and implement infrastructure improvement programs for all modes of transportation.** [Supporting Objective TC4]

The Department of Public Services should continue to develop a prioritized list of projects for improvements, which includes an evaluation of roadway deficiencies and an inventory of pedestrian and bicycle conditions and needed improvements throughout the city. Priorities should be linked to public input and funding availability.

#### **Actions for Improvements**

- 4.1 Institute Transportation Plan intersection recommendations for redesigning and rebuilding intersections and new traffic signals and turn lanes.
- 4.2 Institute a system of truck restrictions and signed truck routes.

- 4.3 Identify potential options of developing an alternative east/west corridor through Peabody. Encourage greater mobility for Peabody residents by developing a network of inter-connected roads that replaces the current system, which relies on a single, east-west road (e.g. Lowell Street) to move traffic.
- 4.4 Study opportunities to build frontage and access roads that serve businesses along Routes 1 and 114.

**Strategy 5. Work on transportation planning initiatives to position the city for State and Federal funds for transportation system development.** [Supporting Objective TC 4]

Key findings and projected costs of recommended actions of the *20-year Citywide Transportation Plan* should be reported and included in the Capital Improvements Plan. When appropriate, the Department of Community Development and the Department of Public Works should pursue outside funding opportunities to aid transportation development.

The needs assessment should recommend improvements to be pursued jointly with adjacent communities and with the private sector. Continued participation in the Metropolitan Area Planning Council and the Boston Metropolitan Planning Organization 2000 - 2025 Transportation Plan is essential.

#### **Actions for Planning Initiatives**

- 5.1 Promote Route 1 and Route 114 as local roadways with guidelines to improve safety and access related to long-term land use strategies.
- 5.2 Continue systematic capital improvements for streets and roads. [PFS 2.2]

Additional actions for capital planning are recommended in Land Use Objective LU 4.

**Strategy 6. Work with neighborhood associations to establish specific improvements for traffic calming and alternative access.** [Supporting Objective TC 5]

The ability to create workable improvements to local roads starts with the need to determine what the residents in the specific neighborhoods need. To express their needs, they must also understand what the options and implications are for the improvements. This requires first an educational program to connect people to the ideas, and then working meetings to determine the most acceptable improvements that could be accomplished.

### **Actions for Neighborhood Involvement**

- 6.1 Improve Peabody Transit Shuttle and elderly transportation services by increasing area coverage and time of operations needed to establish a higher quality transit system that will provide excellent service with frequent bus service throughout Peabody and adjacent communities. [TC 1.3]
- 6.2 Conduct a neighborhood transportation study and develop a strategy to improve safety and traffic in and between neighborhoods.

<p><b>Strategy 7. Create a Downtown Traffic and Parking Plan that improves accessibility and supports the vitality of the downtown area.</b> [Supporting Objectives TC 3, TC 4, and LU 5]</p>
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Cooperative effort by the city staff, the Chamber of Commerce, and the business community can result in improvements to traffic movement and convenient parking in downtown. These groups should develop a Downtown Traffic and Parking scheme that promotes effective locations and efficient management for parking, and improves the perception of convenience. This plan should direct employees of downtown businesses and City agencies to alternative parking locations, reserving central spaces for visitors and business patrons. This plan should also include signage that directs people to appropriate locations for both long and short-term parking. The Traffic and Parking Plan should examine methods to increase service and use of public transportation, including innovative methods of shared vehicles and service-on-demand.

### **Actions for Downtown Circulation**

- 7.1 Develop a Downtown Traffic and Parking Plan.
- 7.2 Redesign Peabody Square to increase pedestrian safety and pedestrian volume to increase desirability of Downtown as a destination.
- 7.3 Improve directional signage to Downtown parking and City facilities. [TC 4.1]
- 7.4 Additional actions are recommended in Land Use Strategy 5.

## **NATURAL AND RECREATIONAL RESOURCES**

### **SUMMARY OF EXISTING NATURAL AND RECREATIONAL CONDITIONS**

The City has a number of plans and documents that provide important information on the City's natural, recreational and cultural resources. These include the 1991 Master Plan Update, the 1998 Recreation and Open Space Plan (ROSP), and the 2001 Riverwalk Master Plan. In addition, the City recently developed a Street Tree Management Plan and is working on a Street Tree Protection Ordinance.

#### **Water Resources**

The City of Peabody is primarily divided into two major watersheds: the North River Watershed, which primarily drains the land east of Route 1; and the Ipswich River Watershed, which drains Peabody west of Route 1. In addition to these watersheds, about two percent of the City is drained by the Saugus River Watershed.

There are several large water bodies in the City, which are concentrated along the North River and its tributaries in South Peabody and along Norris Brook in West Peabody. Chief among these are Suntaug Lake, Spring Pond, and Winona Pond, which are the City's drinking water reservoirs. Ponds with public access for recreational uses are Devil's Dishful Pond, Crystal Lake, Brown's Pond, Bartholomew Pond, and Elginwood Pond. Cedar Pond and Sidney's Pond are the largest privately-owned ponds that provide wildlife protection.

#### **Flooding**

The City of Peabody has suffered from recurring flooding problems since the 1950's, most significantly within the downtown. Significant floods occurred in August 1954, March 1968, January 1979, April 1987, October 1996, and most recently March 2001. A majority of this problem stems from Peabody's post World War II development and the poor condition and limited ability of the watercourses in Downtown Peabody to handle storm flows.

#### **City Land and Resources**

The City and the Conservation Commission hold conservation easements over numerous parcels of land acquired through development negotiations, and subdivision buffers. The Peabody Conservation Commission owns and manages 83 acres of wetlands and open space in 16 parcels across Peabody. The Conservation Commission also owns Brooksby Farm, which is managed by the Parks Commission. In addition, the following land is protected open space:

- The Peabody Water Department, which owns and manages more than 300 acres of land for the purpose of public water supply protection.
- The Commonwealth of Massachusetts owns 25 acres of vacant or recreational land in Peabody, including the Department of Environmental Management (DEM) skating rink, off Lowell Street, near the high school.
- There are 30 acres of land formerly owned by Essex County, now owned by the State, including land adjacent to Norris Brook and the Ipswich River.
- The Parks Commission and the Department of Parks, Recreation and Forestry manages 200 acres with 27 parks, playgrounds, and tot-lots, as well as undeveloped parcels slated for future parks.
- The City has 128 acres of public cemeteries, including the two active cemeteries, Cedar Grove (88.5 acres) and Oak Grove (15.7 acres), and many smaller, older plots scattered around the City.

The City owns an additional 61 acres in general properties not owned or managed by a specific City agency. Some of them are small lots within existing developed neighborhoods that may be suitable for infill residential development. Others are small slivers or landlocked blocks too small to be of any recreational or open space use. Still others are in the Designated Development District (DDD), and will probably be sold for industrial or research purposes.

### Gateways

The Gateways Program was established in 1986 as a way to identify the City's borders through consistent arches and design elements welcoming travelers to the City. To date, four Gateways have been completed and plans for two more are in progress.

### Recreational Facilities

The ROSP provides several suggestions for the community. It includes an action plan to establish a comprehensive, citywide integrated trail system known as a Greenway. This network will eventually extend beyond the City's borders, providing an alternative to the region's congested roads and highways, and linking major parks, open spaces, and cultural sites within the City.

A concern that came out through the public process is that the City's recreational facilities are not evenly distributed throughout the City and in particular, not all neighborhoods have equal access to playgrounds and tot lots. As indicated in the ROSP, the City is working towards upgrading these facilities and bringing them into compliance with the Americans with Disabilities Act.

A major element of the City's long-term open space planning is the Peabody Bikeway. The bikeway will run from Peabody Square parallel to Lowell and Russell Streets, following



the abandoned Boston and Maine railroad, and will incorporate the unpaved Proctor Brook Trail. When completed, the Bikeway will be 6.6 miles long and will connect over 465 acres of publicly owned open space. It will also provide an alternate, car-free route between neighborhoods, recreation facilities, Downtown Peabody and other shopping districts.

The Department of Parks, Recreation and Forestry maintains a listing of needed improvements to its facilities, including acquisition of land and equipment, and beautification of existing parkland, in accordance with the (ROSP).

## **NATURAL AND RECREATIONAL RESOURCES GOALS AND OBJECTIVES**

### **Natural and Recreational Resources Goal**

To protect and enhance the quality of Peabody's diverse natural recreational resources and emphasize the important role they play in defining the City's character and quality-of-life.

### **Natural and Recreational Resources Objectives**

- NRR 1. Develop a Citywide Greenway connecting the City's natural and recreational resources to all of its neighborhoods, business districts, open spaces, parks, and recreational facilities.
- NRR 2. Increase the funding necessary to expand programs that protect the City's natural and recreational resources.
- NRR 3. Ensure the protection of existing natural, and recreational resources, and expand facilities to meet current and future needs.
- NRR 4. Expand programs to improve access and visibility of park and recreation lands and to ensure that all citizens are more aware of the City's natural and recreational resources.

## **NATURAL AND RECREATIONAL RESOURCES POLICIES AND STRATEGIES**

Use land use regulations and strategic purchases to improve and expand the City's natural and recreational resources with a focus on recreational uses. Strategies include organization, protective regulations, and means to increase funding for open space.

**Strategy 1. Form an Open Space and Recreation Committee, and encourage citizen participation in planning for acquisition, protection, and management of open space.** [Supporting Objective NRR 1 and NRR 3]

A City Open Space and Recreation Committee should be appointed by the Mayor, following guidelines outlined in the *Open Space Planner's Workbook*, published by the Massachusetts Executive Office of Environmental Affairs, with tasks to include the following:

- Develop a process for including the general public and consulting with the public in planning for open space preservation, acquisition and management.

- Review and maintain the existing 1998 Recreation and Open Space Plan (ROSP), develop the 2004-2009 Revised Plan and all future Plans, and make recommendations for Open Space and Recreation Plan implementation.
- Coordinate existing and future committees to prepare and implement management plans for significant Peabody recreation areas.
- Examine public access to public open spaces and waterfront areas in the city and recommend improvements, as appropriate.
- Recommend capital improvements, recreational programs and maintenance programs, including specific recreational uses and bicycle and walking paths, as appropriate.
- Recommend directional and interpretive signage where appropriate.
- Explore and recommend funding mechanisms to acquire open space.
- Examine the need for tree preservation or reforestation, especially in denser areas, and make recommendations for maintenance and planting.
- Investigate potential uses of adopting the Community Preservation Act and make recommendations to the City Council and Mayor.

Membership should be diverse and include both residents requesting participation and invited representatives of key constituencies.

#### **Actions for Open Space and Recreation Committee**

- 1.1 Build the Peabody Bikeway and the Riverwalk with a connection to Salem along the North River. [NRR 1.1]
- 1.2 Identify other railroad right-of-ways in Peabody that are active and inactive, but not abandoned and the public acquisition process for those rights-of-way. [NRR 1.2]
- 1.3 Improve recreation facilities as identified in the 1998 ROSP, and establish recreation facility upgrade and maintenance, including ADA compliant facilities, as a distinct budget item. [NRR 2.1]
- 1.4 Complete dredging and restoration of Crystal Lake and Elginwood Pond. [NRR 2.6]
- 1.5 Provide more park facilities that are able to support large gatherings such as local social organizations and family reunions. [NRR 3.3]
- 1.6 Develop a distinct signage program identifying the City's open space and recreation lands as part of the citywide open space system, and landscape open space and recreation area entrances so the facilities are more visible from the street and more attractive to potential users. [NRR 4.1]
- 1.7 Create a brochure that identifies all the city recreation areas and their location, size, activities, hours of use, and similar information. [NRR 4.3]

**Strategy 2. Use a variety of ways to preserve land and special resources, including the benefits of adopting the Community Preservation Act. [Supporting Objective NRR 2]**

Land preservation requires an assortment of dedicated resources and cooperative effort, not the least of them: funds and continued search for more funds. Staff resources within the Department of Community Development will be required to manage policy and to work with the public, with boards and commissions, with associated non-profit organizations, and with other city staff to accomplish significant preservation of open space. Those tasks should include the following:

- Provide information on best management practices for conservation and preservation.
- Provide information on methods of accomplishing open space preservation.
- Work with organizations and individuals to create conservation and preservation easements, using tax incentives and conditions on development rights.
- Seek additional resources and funding to allow preservation.
- Manage land acquisition and land banking.

Much of this preservation effort may be done in cooperation with non-profit organizations and advising residents about avenues for dedicating land to open space and natural state use.

Among the potential funding sources is the recently enacted Massachusetts Community Preservation Act (CPA), which allows participating communities, including Peabody, to direct new resources to three categories: preservation of open space; creation and support of affordable housing; and, acquisition and preservation of historic buildings and places. The Commonwealth will match locally generated revenues, in amounts determined in part by timing of participation and the number of communities that elect to participate in the program.

In November 2001, the citizens of Peabody voted to adopt the CPA. Preliminary estimates indicate that an additional \$750,000 per year will be available for the purposes of the Act.

In addition to funding programs are the less-than-fee-simple acquisition or conservation easements that can protect resources and lands without the same cost to the taxpayer but with the same potential benefits to the property owner and public. A number of these are available to the City agencies and could be facilitated by local or regional non-profit land trusts.

### **Actions for Preserving Land**

- 2.1 In addition to public land purchases, expand Peabody's open space system by developing methods to receive land and monetary gifts such as establishing a Land Trust with the City of Peabody. [NRR 2.3]
- 2.2 Buy and restrict more land through a combination of land and development rights, acquisitions, conservation easements, Agricultural Preservation Restrictions, and land use restrictions. [NRR 3.4]

<b>Strategy 3. Explore and adopt funding mechanisms to acquire open space.</b> [Supporting Objective NRR 2 and NRR 3]
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Purchase of property or the development rights to property is often the most effective way to preserve open space, and this requires significant amounts of money.

The Open Space and Recreation Committee should review methods of accumulating funds for this purpose, to include the following actions:

- Examine benefits of the Community Preservation Act and act accordingly.
- Assign City staff to pursue State and Federal grants that will aid in open space preservation and associated recreational activities.
- Establish an Open Space Preservation Organization and Fund, adjunct to the Open Space and Recreation Committee, to receive non-taxable donations of funds, property or development rights, to seek and manage grants, and to accept property.
- Dedicate special income streams, such as real estate transaction fees, sale of tax-titled land, or regular City appropriations, to the Open Space Preservation Organization and Fund.

Funding sources should be identified as part of the open space protection and acquisition strategies. A City Grants Program could be created to provide assistance in identifying and applying for grants.

### **Actions for Funding**

- 3.1 Increase park program recreation fees to expand summer programs and pay competitive wages for summer help. This must be a fee program that permits and encourages low-income participation. [NRR 2.2]
- 3.2 Investigate options for privatizing recreational programs. [NRR 2.5]
- 3.3 Develop an open space acquisition plan to guide and prioritize lands for protection. [NRR 3.1]

- 3.4 Negotiate with landowners to preserve land in the future (i.e. life estate, conservation easements, gifts, and similar land protection methods). [NRR 3.2]

**Strategy 4. Develop new ordinances and regulations to protect open space, and unusual and unique places.** [Supporting Objective NRR 4, LU 1 and LU 2]

Additional regulations are needed for adequate protection of the remaining open space, or creating new spaces with redevelopment. Regulations should include incentives and requirements for clustering improvements away from the valuable open areas of sites. In certain locations, provision of publicly accessible open space may be negotiated as a condition of approval.

Where preservation can occur through acquisition, Peabody's natural features can have permanent public protection. However, often acquisition is not possible; in these cases, locations should be identified and have restrictions placed on alteration, while preserving ownership rights that allow effective use of the land.

Wetlands and other open space features are special assets within Peabody. Because of their extraordinary value, the Open Space Plan should determine whether current Federal, State, or local restrictions are proving adequate to protect open space values linked to these special environments. If the study determines that degradation is still occurring because of inadequate regulations, additional protection measures should be adopted.

**Actions for Regulation**

- 4.1 Develop visual enhancement, awareness, and education programs that increase street-tree plantings, protect trees through a citywide Street Tree Protection Ordinance, improve entrances to the City with the Gateway program, and establish special signage citywide and for the Downtown. These programs should also inform residents and visitors about city recreational resources, uses, and activities. [NRR 4.2]

**Strategy 5. Establish a flooding improvement program for the downtown and related areas.** [Supporting Objectives NRR 1, NRR 3 and PFS 4]

Of significant importance are the floodplain resources, which create both a natural resource and a public health and safety issue. Although they also create some issues affecting economic development, the importance they have to natural resources in the watershed should also be recognized. A program of floodplain improvements will include methods to reduce the flooding impact and utilize recovered resource areas, if any, for public access improvements. As an example, flood improvements could include structures but could also include opening water channels for greater flow. These open channels could be used for public access points if correctly designed.

These concepts and ideas should come from City agencies, be presented to the public, and brought forward to the Mayor and City Council. The City agencies should include the Conservation Commission, Department of Public Services, and Community Development and Planning. Funding for the planning and implementation may be available from the U.S. Army Corps of Engineers and the Federal Emergency Management Agency (FEMA).

**Actions for Downtown Flooding**

The City should work to implement the recommendations of the 2000 Flood Hazard Mitigation Plan. The specific recommendations for the Downtown improvements as a comprehensive approach can be found in Economic Development and Public Facilities and Services actions.





## **CULTURAL AND HISTORICAL RESOURCES**

### **SUMMARY OF EXISTING CULTURAL AND HISTORICAL RESOURCE CONDITIONS**

The City is full of cultural and historic resources that add an important richness to the livability of the City. The historic architecture of the Peabody Institute Library, City Hall, and many of the commercial buildings along Main Street contribute to a unique and attractive built environment. Most of the City's National Register Properties that are located in the downtown area along Main Street are primarily commercial properties. To showcase these resources, the City has several programs in place.

City efforts to improve the appearance of Downtown began in 1979 with a façade improvement program. The programs undertaken during the 1980's were generally limited to Main and Washington Streets and did not address the needs along Walnut Street.

The City has developed a plan for the Leather City Historic Trail to connect historically significant sites throughout Downtown Peabody. These sites include the George Peabody House Museum, birthplace of international financier and philanthropist George Peabody, which is a city-run local history museum, and a satellite visitor center for the Essex National Heritage Area Park. Along the trail, which will run together with the proposed Riverwalk, will be kiosks and interpretive signage that describes important buildings, areas, and people.

#### **Common Meeting Areas**

There are several smaller public meeting spaces throughout the City such as those at the library branches and at the George Peabody House. There are also larger spaces used for public gatherings such as the school gymnasiums and Wiggin Auditorium, which are not always suitable or free for public gatherings due to their institutional priorities. A new, public recreation facility incorporating community offices, meeting rooms, an auditorium, and community classrooms would address the needs of the community in several ways by providing smaller and less established cultural and service organizations a place to plan and hold events.

#### **Cultural and Social Centers**

The Community Life Center, located at 79 Central Street, opened in November 1991 with the mission to provide services that allow residents to continue living independent and healthy lives in their own homes.

The cultural activities offered by the Library, the George Peabody House Museum, and the Historical Society draw visitors Downtown. The Peabody Bikeway, Riverwalk, and the

Leather City Historic Trail will enhance recreational amenities and provide alternative means of access. Two completed projects include the Leather City Common on Lowell Street, situated on the former site of a tannery, which was dedicated in 1992, and Constitution Park in Peabody Square, which was dedicated in 1987.

Proposals for a performing arts center, a YMCA or other people generators would further strengthen efforts to enliven Downtown. A theater designated for the performing arts would provide a centerpiece to any Downtown revitalization plan. Currently there are no theaters dedicated to the performing arts or film in the downtown area even though Wiggin Auditorium in City Hall and the Leather City Common host a number of events annually.

### Events

Since its establishment seventeen years ago, the Annual Peabody International Festival has become a very popular event among residents of the City and surrounding communities. In addition, the City sponsors the popular Harvest Festival at Brooksby Farm each autumn.

Not only is the North Shore Mall a regional commercial destination, it is a local cultural and social resource that is visited frequently by many residents, most notably teenagers and elderly “mall-walkers.” The mall occasionally sponsors cultural events such as concerts, and hosts community fundraisers.

## **CULTURAL AND HISTORICAL RESOURCES GOALS AND OBJECTIVES**

### **Cultural and Historical Resources Goal**

To protect and enhance the quality of Peabody's diverse cultural and historical resources and emphasize the important role they play in defining the City's character and quality-of-life.

### **Cultural and Historical Resources Objectives**

- CHR 1. Link the City's cultural and historical resources as part of a Citywide Greenway.
- CHR 2. Increase funding, expand programs and develop programs necessary to protect the City's cultural and historic resources.
- CHR 3. Develop Downtown Peabody as a center for cultural and civic life.
- CHR 4. Expand programs and publications to ensure that all citizens are aware of the City's cultural and historical resources.

## **CULTURAL AND HISTORIC RESOURCES POLICIES AND STRATEGIES**

General strategies require public and private coordination to develop and enhance cultural resources and activities, with historic preservation based on the review process.

### **Strategy 1. Develop programs for historic acquisition and preservation, and establish a Preservation Trust Fund. [Supporting Objective CHR 1]**

City efforts to preserve City heritage and character will require coordination to secure funding from all available sources. The Historical Commission and the Department of Community Development and Planning should work together to identify funding sources and to apply for preservation funds. A trust fund, either a dedicated City fund, Historical Society fund, or a private non-profit, in cooperation with the City, should be established in order to reserve designated money for property acquisition and preservation.

As noted in other sections of this Plan, the Community Preservation Act (CPA) could provide new local and state revenue to preserve significant places and buildings. The Historic Commission should continue to support the implementation of the CPA, and should develop program guidelines to show the public how the funds are proposed to be used by establishing the criteria for project selection.

Eligibility or advantage for certain state historic and preservation grants hinges on certification from Massachusetts Historical Commission; and that eligibility is through the Certified Local Government program, requiring active and up-to-date Commissions and the CLG status.

### **Actions for Preservation Programs**

- 1.1 Develop the proposed Leather City Historic Trail and a map, and link it to the proposed Peabody Bikeway and Riverwalk. [CHR 1.1]
- 1.2 Create a Historic Preservation Trust Fund, through the auspices of the Historical Commission.
- 1.3 Develop specific program standards and criteria for historic preservation projects to support the Community Preservation Act.

<b>Strategy 2. Prepare information about historic buildings and sites and provide assistance for preservation.</b> [Supporting Objectives CHR 2 and CHR 4]
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The Historical Commission, Peabody Historical Society, and the Department of Community Development and Planning should prepare and provide information to the public and property owners in the following ways:

- Distribute information and guidance on preservation, based on *The Secretary of The Interior's Standards for Preservation*, for public and private use, including a publication describing architectural styles and suggested preservation practices appropriate for Peabody.
- Be available on a regular schedule to provide information and advice on preservation methods.
- Recommend an “Incentive to Invest Program,” using modest awards, tax incentives and credits, and recognition.
- Identify specific cultural and historic areas, such as the former leather manufacturing areas, and provide interpretive signage that could link to a larger historic or cultural trail.

### **Actions for Preservation Information**

- 2.1 Create a Citywide Historic Preservation Plan.
- 2.2 Prepare information about selected historic properties.
- 2.3 Create design guidelines and a design review process for the historic downtown area. [CHR 2.1]

- 2.4 Create a cultural and historic resources brochure and database to inform the citizens about the community's assets and to support the need for additional funding. [CHR 4.2]

**Strategy 3. Actively pursue additional funding for historic preservation and arts programs and programs that support the arts community.** [Supporting Objective CHR 2, CHR 3 and CHR 4]

The City should allocate personnel time and resources to actively pursue new sources of funding for arts programs. This should be done in partnership with the organizations or institutions that will direct or manage the programs. This search should include research on other cities and towns similarly endowed with a rich artistic and cultural community and use positive examples to help establish paths towards funds.

There are many sources of funding which could be targeted, such as the as the Massachusetts Arts and Cultural Council. Collaboration with the Chamber of Commerce, the downtown merchants, the Historical Commission, Arts Council, local art associations, and other arts-related organizations are essential in this process.

The City should also consider creating a special endowment fund for promotion of art. Such a fund could receive private donations, non-profit grants, and public funding. Although it could begin modestly, such a fund could grow over time and contribute to a regular program of events or art installations.

#### **Actions for Cultural Funding**

- 3.1 Use the Community Preservation Act to provide funds for the protection of historic resources. [CHR 2.3]
- 3.2 Reinforce the Arts Council as a means to expand cultural activities, expand its stewardship, and reduce the City's role. [CHR 3.1]
- 3.3 Increase the financial resources available to the George Peabody House to expand its mission and outreach abilities. [CHR 4.1]

**Strategy 4. Expand the use of City facilities as social and cultural venues.** [Supporting Objective CHR 3]

The City's own facilities can serve as venues for meetings, art displays, festivals, and performances that are inviting and exciting for residents and visitors alike. The City departments that manage facilities should do a simple internal inventory of the spaces and places that have been used for such uses, and prepare recommendations for additional venues or improvements to those venues. Estimates of capital and operating costs

associated with this role should be included in a summary report that should serve as the basis for expanded funding of these activities.

### **Actions for City Facilities**

- 4.1 Conduct a needs assessment and evaluation of use levels and deficiencies of the City's public meeting spaces. [CHR 2.2]
- 4.2 Expand the use of Wiggin Auditorium to help establish a strong performance arts presence in Downtown and to determine the viability of arts in the community. [CHR 3.2]
- 4.3 Promote the use of Downtown activity centers such as the Community Life Center and the library to provide space for smaller organizations and as larger scale public meeting space aside from Wiggin Auditorium. [CHR 3.3]
- 4.4 Explore the options for a "farmer's market" using public spaces in the Downtown area.

For additional information, review the actions proposed for public buildings and facilities within the Public Facilities and Services section.

## **PUBLIC FACILITIES AND SERVICES**

### **SUMMARY OF EXISTING PUBLIC FACILITIES AND SERVICES CONDITIONS AND NEEDS**

Peabody's public facilities and services are a broad and complex mix of the many supporting roles in which the municipal government acts for the benefit of its citizens. However, many of these systems are subject to heavy use and are subject to the effects of age and wear.

#### **Water**

Total water usage in Peabody is approximately 2.3 billion gallons per year. Annually, the city struggles to meet peak demands. Like most communities, Peabody sees its highest demands for water in the summer months, with peak flows in June. For example, the city had to implement a voluntary outside water use ban during the drought conditions in the summer of 1999.

Peabody has four sources of drinking water, two of which are currently unusable due to contamination. City water, however, meets all state and federal requirements for safe drinking water.

The Ipswich River is the major source of Peabody's drinking water. Peabody maintains a Water Management Act Permit that allows the city to divert 1.5 billion gallons per year from the river. An MWRA connection supplements the city's regular water supply, representing three to seven percent of the city's water supply in times of high demand. The balance of water comes from watershed runoff into the city's reservoirs.

Options to address the demand include local wells and the MWRA. The cost of MWRA water is projected to increase fifteen to twenty percent per year to about \$2,400 per million gallons per day (mgd) within five years. The Johnson Street and Pine Street Wells, constructed in 1954, require either replacement or rebuilding, but would have a combined capacity of 2 million gallons per day as a source of raw water, which would be pumped to Suntaug Lake and/or Winona Pond. However, these two wells have been off-line since 1988 due to contamination from the solvent, trichloroethane (TCE). The Department of Public Services Capital Improvement Program estimates a combined cost of \$3.8 million to renovate the wells and get them back online.

The City's water system has problems with low water pressure in areas of higher elevation and in older neighborhoods. This is particularly true in South Peabody, where the city is limited in its ability to supply adequate pressure for maintaining fire flows in areas above 138 feet in elevation. One future action to boost water pressure in South Peabody would be the installation of the high service water system designed by the engineering firm of

Weston and Sampson, which includes a water tower and booster pump system. While this action would increase the water pressure available to residents of South Peabody, it would also eliminate a constraint on development for this section of the City.

The city's older neighborhoods suffer from poor water quality and low pressure. This is due to the numerous unlined, undersized, and clogged iron pipes that reduce the ability of the water distribution system to provide adequate fire flow in these areas.

### Sanitary Sewer

Peabody is one of five member communities, along with Danvers, Salem, Marblehead, and Beverly, within the South Essex Sewerage District (SESD). The sewage treatment plant is sized for peak flows, but in extreme wet weather conditions, due to street flooding, inflow and overflow problems, the plant exceeds its pump station's hydraulic capacity.

Peabody has a series of 39 sewer pump stations, the majority of which are in West Peabody, that are aging and require maintenance and rehabilitation. A 20-year plan establishes a schedule of pump station upgrades and replacements. The estimated cost of the upgrade project is approximately \$200,000 - \$300,000 per station.

In many of Peabody's older neighborhoods, particularly those east of Route 128, sewer pipes are not sized to today's standards. Pipes on Lynn and Lynnfield Streets are hydraulically deficient to meet peak demand, especially in wet weather when an inflow of surface and groundwater take up pipe capacity. A recurring problem is sewer backups in South Peabody neighborhoods during heavy storms, resulting in severe flooding in area homes. There are a number of potential solutions to this issue. However, without a complete feasibility study, it is difficult to determine the most logical solution, and a project priority list cannot be developed. A variety of options should be modeled to calculate the acceptable outcome versus cost, as these solutions will cost millions of dollars.

There are also major deterioration issues with the lines serving the Route 1 corridor. A re-design plan is ready, but approval has not been given to move the project forward. The city has a moderately aggressive operations and maintenance program designed to eliminate and/or minimize sewer stoppages. Identifying chronic problem areas and flushing the system is part of a preventative maintenance program.

### Solid Waste

The city generates approximately 25,000 tons of municipal waste per year and provides curbside trash pick up for residences by a private contractor. Condominiums, apartment complexes, commercial, and industrial properties must provide their own trash removal. The solid waste is trucked to the North East Solid Waste Committee (NESWC) incinerator in North Andover, MA, where it is reduced to ash and then brought back to Peabody for deposit in the PMA landfill. The expected life span of the PMA landfill is 20 years (to



2020). The city has an active recycling program, removing between 3,800 – 4,000 tons per year from the solid waste stream, and has both curbside and drop off recycling. Reducing the amount of solid waste through improved recycling efforts is a goal for the City.

### Flooding

The City has suffered recurring flooding problems since the 1950's with Downtown bearing the brunt of the physical and financial impacts. Significant flood events occurred in August 1954, March 1968, January 1979, April 1987, October 1996, June 1998 and most recently March 2001. In 1954, the Flume Pond Dam on Goldthwaite Brook failed and flooded Peabody Square, leading to a study in 1956 that included various channel improvements, but there is no evidence that this work was ever done. Studies from 1968, 1979, 1988, and 1996, reached a similar conclusion: that without major hydraulic improvements to the channels and culverts in Peabody, flooding during moderate storms cannot be prevented. In 1999, the cost to eliminate the flooding problem in downtown Peabody was estimated between \$45 million and \$49 million. Nearly 100 properties with a total assessed value (including land and buildings) of approximately \$33 million lie within this flood zone.

The City has undertaken several flood management projects. In 1998, the City received \$1,054,281 in grants from the Federal Emergency Management Administration (FEMA), and completed a bridge removal and a culvert upgrade. Additionally, the Peabody City Council appropriated \$500,000 for drainage projects in FY 1999. These funds were used on a variety of drainage improvements, including culvert upgrades at Goldthwaite Brook at Foster Street; Strongwater Brook at Clement Avenue; and Tapley Brook at Washington Street.

Since 1994, the Department of Public Services has had an on-going brook cleaning program that removes man-made debris and vegetation removal from selected brooks on a 3 to 5-year cycle. The North River, as the key waterway, receives annual cleaning. Additionally, the Department maintains an aggressive street sweeping program and catch basin cleaning program to prevent sediment buildup in the drainage system, culverts, and channels.

In October 2000, the city adopted a Flood Hazard Mitigation Plan as a planning, education, and implementation guide. The Peabody Department of Public Services is responsible for implementing this plan.

### Streets and Sidewalks

Peabody currently has a streets and sidewalks maintenance program that funds paving with Massachusetts Highway Department Chapter 90 funds and completes 10 to 15 streets per year at an estimated, yearly cost of \$600,000 - \$700,000. The sidewalks are repaired through the City's sidewalk program, in which repairs are prioritized based on safety issues and on a first-come first-serve basis. The budget for the program is between

\$250,000 - \$350,000 per year. This city used this program to complete 42,000 linear feet of sidewalks in 1999 and 25,500 linear feet of sidewalks in 2000.

Through the state Department of Housing and Community Development (from the federal Department of Housing and Urban Development) Peabody receives Community Development Block Grant (CDBG) monies that fund full-depth street reconstruction projects. This program completely reconstructs one street per year at a cost of over \$200,000.

### Municipal Light

While the Peabody Municipal Light Plant (PMLP) is a municipal utility and not a specific division of the City government, it is obligated under MGL Ch. 164 to operate in conjunction with the City of Peabody. The PMLP operates financially with city government. All monies are held in city accounts and are overseen by the City Treasurer; all bills are paid by the City. However, the PMLP has general obligation and revenue bond capabilities to purchase power. In an example of thoughtful planning, under MGL Ch. 164, municipal utilities are required to set aside and spend three percent of the plant value on capital improvement projects. This ensures that the plant is maintained and able to expand and/or accommodate the community's power needs.

### Fire Department

The 107-person Peabody Fire Department staffs five fire stations, five engine companies and two ladder companies strategically located in every neighborhood of the city. The role of the fire department has broadened to include hazardous material cleanup, fire prevention activities, and emergency medical services. However, according staff, the Peabody Fire Department has responded slowly to these changes. Staffing, training, and equipment and technology upgrades are needed to keep up with the increased and changed demand for services. An emphasis in fire prevention has resulted in much more input into building codes, construction plan review, and the like requiring the Fire Department to work closely with the Building Inspector and the Community Development and Planning Department staff.

### Police Department

The Peabody Police Department is made up of 93 officers, 26 Reserve Officers, nine civilian Dispatchers, two Animal Control Officers, Chief's Secretary, Payroll Clerk, three Records Clerks, and a Parking Clerk. The Police Station, built in 1978, has received little to no maintenance or capital improvement since its construction and is in need of major renovation.

Police Department staff has identified problems with the physical condition and deficiencies in space requirements of the police station. The station is undersized by approximately one-third and requires expansion to accommodate the staff. A second-story addition has been suggested to house the dispatch center, thereby creating more workspace

on the first floor. Based on computerized statistics kept by the police department, demand for police related services increased four-fold over the last two decades, yet the staff size of the department has not grown to meet this demand. It is estimated that 20 additional personnel are required to adequately address the city's growing needs.

### Schools

The Peabody public school system consists of eight elementary schools (K-5) that support 3,900 students, including the McCarthy School, one middle school (6-8) that supports 1,600 students, and one high school (9-12) that supports 1,800 students. In 1996, the Peabody School Committee retained New England School Development Council (NESDEC) to develop a long-range school facilities master plan for the Peabody Public Schools. NESDEC's report, issued in April 1997, identified a number of problems including seven major problem areas given current and projected enrollments and the planned operational capacities of the school buildings. The seven major problem areas are summarized in the following statements:

- All schools need major renovations and upgrading; and
- Central administration should be consolidated into one building that adequately supports the central administrative operations of the school system.

In September 1997, the School Committee approved the following facilities improvements:

- The first priority was the construction of the new Brown Elementary School and the renovation/addition of the McCarthy Elementary School.
  - The McCarthy School renovations have been completed.
  - The new Brown School is under construction.
- The second priority was the permanent and total relocation of the vocational education program to the high school, and the renovation/expansion of the high school. This project is in the planning stage. The building's capacity will be increased by approximately 500 students.
- The third priority was the implementation of major renovations/additions to the Center, Kiley, South, Burke, Welch, and West Elementary Schools and Higgins Middle School in order to reduce/eliminate current facilities' inequities among the elementary schools.
- Construction of the new Carroll Elementary School should be as close to the original Carroll Elementary site as possible and should be made the first priority of the second phase of this capital project to be submitted to the State by June 1, 1999. Design is complete.

### Council on Aging

The Peabody Council on Aging and Community Life Center provide services for residents of Peabody over 60 years of age with the goal to help senior residents maintain their

independence. Services include transportation, nutrition (Meals on Wheels), recreational activities, adult day health care, social services, and congregate housing.

The new Roger B. Trask Adult Day Health Center expanded the ability of the Community Life Center to provide services to Peabody's less physically able seniors. Services include skilled nursing care, assistance with personal hygiene and toileting, medication management, meals, exercise programs, group activities, counseling services, and social services as needed.

Staff of the Community Life center has identified future improvements such as an exercise room and expanded hours of operation to include weekends. Expanded hours could also include weekend transportation and Sunday service to local churches and synagogues.

Services are funded by the City of Peabody, state and federal grants. Funding for FY2000 totaled \$1.38 million, with city funds totaling \$514,000 and grant funds totaling \$867,000. Aside from a nominal fee charged for the lunch program and some special events and trips, the Community Life Center is free of charge.

#### Libraries

The Peabody Institute Library, the West Branch Library and the South Branch Library provide services that include print, non-print, and electronic materials to meet the recreational, educational, and information needs of Peabody's residents. The Peabody Institute Library also offers a series of free Internet and other computer classes. Adequacy of the Library's resources should be assessed to address any possible upgrade needs.

## **PUBLIC FACILITIES AND SERVICES GOALS AND OBJECTIVES**

### **Public Facilities and Services Goal**

To enhance the quality of the public services and facilities offered by the City in a cost-effective manner to maintain and enhance the high quality-of-life residents of Peabody enjoy now and into the future.

### **Public Facilities and Services Objectives**

- PFS 1. Work to ensure that city services and social services are easy for all residents to understand and use, and are readily accessible.
- PFS 2. Continue to regularly evaluate, prioritize, and fund infrastructure system upgrades, including, but not limited to, water, sewer, and electricity distribution.
- PFS 3. Expand management of long-term solid waste disposal needs and costs.
- PFS 4. Continue to work to reduce Downtown's susceptibility to flooding.
- PFS 5. Upgrade the facilities, staffing and training of City Departments as needed to meet the changing demands placed on their services. Investigate regionalization of unique services that the city would have difficulty affording on its own.
- PFS 6. Continue to expand and upgrade the school system's programs and infrastructure and maximize the efficient use and maintenance of all school facilities.
- PFS 7. Enable the Peabody Public Library system to meet the needs of students and residents.
- PFS 8. Expand services offered by the Community Life Center and seek additional funding to support programs and services.

## **PUBLIC FACILITIES AND SERVICES POLICIES AND STRATEGIES**

The strategies are focused on making government decision-making transparent and on using City financial and other resources most efficiently.

**Strategy 1. Make the City government fully and completely accessible to its residents.** [Supporting Objectives PFS 1 and PFS 5]

Public facilities strategies call for specific investments to improve the quality of city services. An important step is to improve the general ability to make the proper decisions on these potentially costly projects. The first strategy requires many levels of interaction and contact with the City residents. However, not all residents have the time or resources to obtain the information. Some options include:

- Use of current Internet technology by the City departments helps; however, full participation probably requires more improvements. Some residents may not have the technology. The City should determine if additional services (hardware and wiring) may be necessary for certain households that otherwise would participate.
- Publications and written notices are commonly used but not always completely successful. Phone canvassing can help determine additional locations for notices that get noticed.
- Neighborhood associations can be contacted or encouraged to form as a means to create a method of disseminating information.
- This last item could also be the basis for establishing neighborhood-based planning efforts to provide a different method of input to the City plans. This will require a commitment of City staff time to meeting with the neighborhood associations and explaining ways they can organize and participate.

#### **Actions for Accessibility**

- 1.1 Provide a directory of all city services, departments and commissions as a pamphlet and on the City web page. [PFS 1.1]
- 1.2 Educate the public on the planning and development process, how they can participate, and the entities responsible by including this information in a City services pamphlet and on the City's website. [PFS 1.2]
- 1.3 Centralize social services information at one location at City Hall as a City Social Service Information Center to make it easier for residents who are eligible for social services to get the information they need. [PFS 1.5]
- 1.4 Improve public participation at meetings on city issues by identifying new methods for getting citizens involved, such as using the Internet, email, and neighborhood groups. [PFS 1.6]
- 1.5 Complete the full integration of all City departments into the computer network to help coordinate all of their activities. [PFS 1.7]
- 1.6 Ensure that City employees are trained to use new technologies in order to provide better services to residents. [PFS 5.1]
- 1.7 Commission a Facility Needs Study to accurately identify the current and long-term facility and personnel needs of City Departments such as the need for office space and technology upgrades. Provide capital improvement funds to make necessary improvements identified in the study. [PFS 5.2]

#### **Utility and Physical Improvements**

**Strategy 2. Provide a system of support for infrastructure improvements that replace old and inadequate systems. [Supporting Objectives PFS 2, PFS 3 and PFS 4]**

The City has a number of infrastructure systems that require improvement. The first step in making the improvements is to look at realistic plans for upgrading or replacing the systems. Second, cost benefit analyses can be used to consider tax implications. Finally, presentation of the information in public forums allows the social, cultural, and health implications to be considered before decisions are made on specific actions.

This requires selection of the City department closest to the project to take a lead role. In order to be effective, the lead agency must also be supported by other departments to provide the detailed decision-making and information exchange that will successfully gain ultimate project approval.

A list of capital improvement project goals has been created in this Master Plan. The criteria for selecting and prioritizing the projects as they develop, or when they should be developed, should also be created to smooth the process of making the funding decisions. To create the priorities, the City could use a capital program committee with the specific task of establishing the list of priorities and ranking the projects.

Infrastructure projects are often capital-intensive projects. There are a number of infrequently accessed programs that have been successfully used by communities to make improvements in their infrastructure. State Public Works Economic Development grants (up to \$1 million) and Army Corps Floodplain Improvement funds (50% match) are examples of leads. To be most efficient, finding and applying for these funds should be completed in a systematic fashion that is connected to the capital improvement project goals developed above. The commitment of certain city staff to focus on this effort would improve the potential for obtaining these funds.

**Actions for Utilities**

- 2.1 Institute a Capital Improvements Committee with overview responsibilities for the capital program development.
- 2.2 Provide consistent funding that allows Public Services to continue its infrastructure improvement programs (water, sewer, drainage, roads, and sidewalks). [PFS 2.1]
- 2.3 Rehabilitate the Johnson and Pine Street groundwater wells. [PFS 2.2]
- 2.4 Identify the full extent of flooding and sewer problems in South Peabody, and provide local, state, and federal funding to make recommended improvements needed to eliminate problems. [PFS 2.3]
- 2.5 Establish a system of long-term solid waste management and funding that emphasizes state-mandated recycling. [PFS 3.2]
- 2.6 Implement a more comprehensive yard waste recycling program. [PFS 3.2]

- 2.7 Develop a cost/benefit analysis of Downtown flood control plans. [PFS 4.1]
- 2.8 Implement Downtown flood control plan elements as feasible on most beneficial items to spread out and control costs associated with project. [PFS 4.5]
- 2.9 Develop a joint flood control plan with Salem. [PFS 4.2]
- 2.10 Identify the potential of green and regulatory flood control solutions such as reducing impervious surfaces, retaining water upstream as part of the flood management actions, increasing buffers, and restoring wetlands. [PFS 4.3]
- 2.11 Explore the potential to have the Army Corps of Engineers perform a cost/benefit study of proposed flood control projects and more cost effective alternative solutions.

In addition, the specific recommendations of Natural and Recreational Resource Strategy 1, in the updating of the Open Space and Recreation Plan, should also be considered.

### **Schools and Education**

<b>Strategy 3. Provide support for infrastructure improvements to meet educational goals and requirements.</b> [Supporting Objectives PFS 6]
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The School Department and School Committee have provided the City with a comprehensive program that prioritizes improvements to school facilities and programs. The success of this program will require the continued support of City residents within the context of overall City capital improvements needs and resources. Planning for the schools should take into account associated roadway and utility needs, land use policies, and other actions that may shape the education investment initiatives, striving for small school size in the elementary grades. Support for the schools and children is of highest priority.

### **Actions for Educational Infrastructure**

- 3.1 Support plans and programs to improve the quality of school infrastructure and education as needed. [PFS 6.1]
- 3.2 Support the redistricting of schools on an as needed basis, as determined by the School Committee and School Department. [PFS 6.2]
- 3.3 Implement a consistent schedule of maintenance of school physical plants. [PFS 6.4]
- 3.4 Support continued plans to centralize all school administrative functions in one location. [PFS 6.5]



**Strategy 4. Ensure that city residents have educational opportunities to meet the particular needs of the local work force. [Supporting Objective ED 4]**

The school system should maintain partnership programs between the schools and local business and industries, providing opportunities to learn needed trades, skills, and technologies. School training programs can help residents who want to work in the community in which they were raised. Using the latest U.S. Census and other information, the School Department, Libraries, and Community Development office, working with the Peabody Chamber of Commerce, should identify the areas of greatest need. They should work with the business community to provide the resources necessary to add the programs.

To advance educational opportunities for all residents, the school system should maintain partnerships with nearby colleges, institutions, businesses and organizations that have been developed over the past few years. For example, the Library provides excellent resources for all ages in the community. The City should promote and support additional programs and expansion of the library building to meet additional needs, such as computer labs and young adult programs.

**Actions for Work Force Education**

The proposed actions are based on the needs expressed in the Economic Development section:

- 4.1 Support continuing education programs and establish partnerships with the vocational school, Salem State College, North Shore Community College, city library system, and local businesses to meet the high tech, basic computer, and other skills needed by Peabody's workers. [ED 4.7]

**Strategy 5. Utilize the library infrastructure and system to support local education. [Supporting Objective PFS 7]**

The City library system provides a platform from which to develop a fully integrated and widely available system for connecting residents and local students into a better educational experience outside of the schools. In fact, the system is compatible with and easily connected with the school system to provide even greater opportunities.

**Actions for Library Upgrades**

- 5.1 Assess the needs for upgrades to the computer systems and facilities at the library. [PFS 7.1]
- 5.2 Periodically review the schedule and use of the library system to address possible expansion of library hours. [PFS 7.2]

**Other Public Buildings**

**Strategy 6. Incorporate the planning and funding of new public facilities that support specific segments of the population.** [Supporting Objective PFS 8 and NRR 3]

Although a number of facilities are proposed, two are specific to certain populations - youth and seniors.

**Actions for Other Public Buildings**

- 6.1 Establish a dedicated youth center, and determine funds, potential sites, programs and activities, and other needs. [NRR 3.5]
- 6.2 Expand Senior Center services, including the provision of weekend services, adult day-care, “meals on wheels”, weekend transit shuttle service, and new computer literacy programs. [PFS 8.1]
- 6.3 Expand Senior Center facility as needed to meet future needs. [PFS 8.2]

## **IV. IMPLEMENTATION**

The Implementation Table in this section provides a summary of the actions that are proposed to be completed, the responsible parties involved in those actions, a suggested time frame in which to accomplish the action, and special guidance for the expenditure of funds and resources. For the sake of brevity, this Table only lists City departments, boards, and commissions that will be taking a leadership role in implementing the plan. It is expected that a number of other boards, committees, commissions, and volunteers will need to participate and assist in this process.

### **MASTER PLAN RE-ASSESSMENTS AND UPDATES**

This document should be seen as a framework for guiding the actions of the City. The Master Plan can serve as a flexible and responsive tool, which can and will be modified in response of the changing needs of the community.

The plan for implementation suggests that the timetable for action and the agency responsibilities should be clearly defined. An annual review of the final implementation program is necessary to determine the areas of success and to make recommendations for modification or redirection to better meet the goals of the City of Peabody.

### **ANNUAL DEPARTMENTAL ASSESSMENTS**

To assist the City and each of its agencies in their responsibilities and to increase interdepartmental coordination, assessments of the planning and project efforts proposed under this Master Plan should be conducted on a regular basis. In order to maximize the efficiency of the assessments, the database of actions incorporated into the Implementation Table could be modified to allow a series of responses from each of the departments. The information should include a listing of successful actions, an identification of any obstacles to implementation and ideas on means to overcome those obstacles. In addition, future projects could be listed so that they could be incorporated into the capital planning program.

To ensure that specific actions occur and that a project is completed, a process of regular reporting and notices of the project advancement is necessary. Each of these projects or actions should be presented with a program that includes the methods of public participation and notice, together with a schedule for completion and a standard for determining success. With this type of commitment, the required concentration of time to complete the project will be ensured.

### **MASTER PLAN UPDATES**

The Master Plan proposes concepts that may be completed 20 or more years out from the time of the document. Consequently, there are a number of updates that should be made to the Master Plan to ensure that it remains a responsive document. The three areas recommended for periodic updating are the Findings, the Goals and Objectives, and the Strategies.

Current information on the City should be maintained through the City's geographic information system. A means to flag significant changes in the database trends would facilitate the City's ability to respond to issues. As an example, the change in land use through redevelopment and new construction projects could be keyed into changes in traffic generation and allow the City to reset priorities if necessary for infrastructure improvements.

The Planning Board should also review and modify the Goals and Objectives to ensure that the Master Plan provides the proper guidance to the community. The process should involve public interaction and input. One way to achieve this would be an annual meeting focused on the Goals and Objectives.

The Planning Board should also annually evaluate the both the regulatory and non-regulatory objectives that were established and determine the need to reconsider certain actions based on the conditions and results of the past year.

## **Status of the 1990 Master Plan Implementation as of Fall, 2001**

The 1990 Master Plan proposed more than 55 specific action steps to improve the City's residential areas, transportation, employment characteristics, recreation opportunities, and social and physical environment. Most of these actions have been completed as suggested, or have been addressed to the extent possible. Following is a description of the more significant initiatives and their current status.

### **A. Homes and Neighborhoods**

To address housing and neighborhood issues, the City amended the Zoning Ordinance to incorporate the following:

- An allowance for accessory apartments
- Density bonus incentives to encourage affordable housing
- Adoption of the Hillside Protection Act to limit residential development on steep slopes (marginal lands)
- Adoption of the Wetlands and Rivers Protection Regulations to regulate construction in the buffer zones around waterways
- Allowances for other suitable alternative housing types, such as mobile homes and housing for senior citizens.

The City has used federal, state, and local resources to provide assistance to developers to create elderly housing such as the AHEPA project on Central Street. Pedestrian movement on Central Street has been improved with the addition of several sidewalks and new pedestrian signs. The City has worked with a variety of organizations, including banks, nonprofit housing organizations, and private developers to explore ways to increase the number of affordable units, and is currently working to develop a mandatory Inclusionary Zoning Ordinance. The City has continued and expanded rehabilitation assistance to help households around the region, and it has instituted a new rehab program to serve disabled residents.

The City has not established mixed use or residential development at the Northshore Mall, Route 1 area, or Downtown. The City has not yet adopted specific criteria relating to infill construction, but these issues are dealt with on a case-by-case basis through the permitting process. A formalized Cooperative Agreement with the Housing Authority has not been adopted.

### **B. Commercial and Industrial Activities**

Development of large projects (in the DDD particularly) has been phased to ensure that capital improvements keep pace. Site Plan Approval guidelines have not been adopted, but are under preliminary development. The Sign Review Ordinance has been updated. The City developed a Neighborhood Plan for downtown industrial areas, and established a task

force to guide the process. A design competition for the creation of the Riverwalk was held, and a Riverwalk Plan was later developed. Dialogue with the business community has continued. Three Gateways have been completed and two are in progress. Downtown signage and street markings have been installed.

The Zoning Ordinance has not been amended to allow mixed use and increased multifamily density at the Northshore Mall or Downtown. Residential use along Route 1 has not been approved. Additional curb cut restrictions have not been established, and Urban Redevelopment power has not been utilized downtown.

### **C. Employment**

The Master Plan outlined four steps the City can take to maintain employment in the City. The City does work with local businesses to address their employment needs to the extent it can. The City's role in developing training programs is limited, but there is an effort to expand training programs offered by the schools, and strengthen job skill training for ethnic communities.

### **D. Traffic and Transportation**

The City continues to improve its road network. Several intersection improvements have been completed, including Wilson Square, and five more are currently in progress. North Shore Mall access roads were reconstructed during the upgrading of the mall, although the traffic flow could still be improved. Developers in the DDD have been required to address their impact on traffic. Mass transit service to the Downtown and Northshore Shopping Center has been expanded, and Coach Company buses also now run through Peabody to Boston and other communities.

The City has met with the owners of the rail companies to discuss future use of the lines, and the MBTA recently donated land in West Peabody for the Bikeway construction. The City is involved with a number of state and regional planning organizations including the MBTA Advisory Board, which Mayor Torigian chairs, the Metropolitan Planning Organization, and the North Shore Major Investment Study. The City is preparing to apply for grant funding to create a Transportation Management Association. Downtown parking has been addressed by a feasibility study and by the construction of a municipal lot in 1999, and the public continues to be informed about obstructing traffic.

Traffic improvements related to the DDD and connections with Route 1 have not been accomplished on a large scale. Sites have not been set aside in the DDD and employment centers for mass transit links, but the Transit Oriented Development proposed in the 2001 Plan addresses this issue. The redesignation of Route 114 through Downtown has not been accomplished.

## **E. Social and Physical Environment**

The City continues to encourage developers to donate public open space. Several parcels have been donated, including railroad rights of way that will be used for the Bikeway. Capital improvement funds are consistently dedicated toward the purchase of open space. Plans for a Historic Trail have been developed and funding sources are currently being identified. The City works to increase tourism by working with the North Shore Convention Council, which is headquartered in City Hall. Peabody now has an extensive recycling program, and works to increase awareness of its natural resources. The North River has not yet been designated as an Urban River, but city staff is currently looking at the feasibility of doing so.

A Historic District Protection Ordinance has not yet been created, but a Demolition Delay Ordinance prohibits demolition of historic structures without approval by the Historical Commission and Building Inspector.

## **F. Recreation**

The Recreation and Open Space Plan (ROSP) was updated in 1998. The Leather City Common was developed on the site of an old tannery on Lowell Street. The Open Space Map published with the ROSP indicates all of the City's recreational lands, but an informational brochure listing facilities or groups has not been published. No formal studies have been conducted, but city staff has explored the possibility of locating a YMCA in the downtown.

A formal parks "hotline" has not been established, but the City frequently fields calls from the public regarding the condition of its parks. The City has established an Adopt an Island program to beautify traffic islands but does not have an Adopt a Park program. The City has not purchased the DEM ice rink.

## **G. Municipal Services**

School district boundaries are monitored to take into account new development, but redistricting has not recently occurred. The needs of the elderly for housing and services are examined by the City and through the North Shore HOME Consortium on a regional level. However, the need for a formal study to address this issue locally is cited in the 2001 Update.




















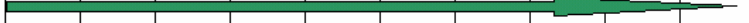
## **H. Citizen Participation**




















Parental involvement in the schools has been increased. The Mayor's office keeps track of Peabody's civic, service and benevolent organizations informally. While no formal brainstorming session has occurred in recent years, the City constantly considers ways to increase citizen involvement, especially when undertaking major plans and events. The housing needs of the City's residents are addressed primarily







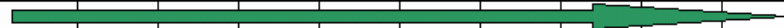
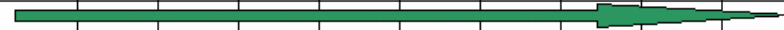







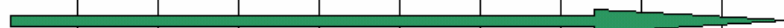
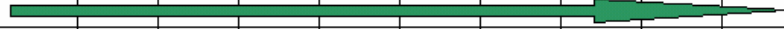











through the HOME Consortium, which meets regularly and involves many local organizations and representatives. A local meeting has not recently been held, but is suggested in the 2001 Update as part of an Affordable Housing Plan.













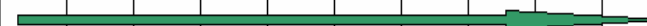

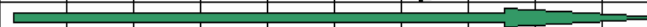



















Land Use Implementation Plan														
Strategy No. Action No.	Action Item					Scheduling Timeline						Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1 Comprehensive Rezoning												Community Development		
Action 1.1	Review and revise city-wide zoning consistent with Master Plan											and: Planning Board	3 months - committee formation	Land Use 2 (2.1, 2.2, 2.4, 2.10, 2.11, 2.12)
Action 1.2	Perform annual review of zoning													
Action 1.3	Create new residential village district for appropriate locations													
Action 1.4	Create comprehensive Downtown mixed use district													
Action 1.5	Identify and develop other mixed use overlay districts												3 months - make analysis and findings	Land Use 2 (2.3, 2.8)
Action 1.6	Establish traffic impact ordinance and review thresholds													
Strategy 2 Regional Land Use Planning												Mayor		
Action 2.1	Conduct annual summit meeting with neighboring communities											and: Community Development	6 months - Prepare initial organization	Land Use 3 (3.1)
Action 2.2	Establish regional project notification process													
Strategy 3 Management Objectives												All city land-use agencies		
Action 3.1	Continue Board/Commission/Department education & coordination												3 months - distribution of Master Plan	Land Use 2 (2.5), 3 (3.1-3.2)
Action 3.2	Improve permit review process												Organizational meetings and continued staff coordination	
Action 3.3	Integrate Citywide GIS & MIS database system													
Strategy 4 Maintain Desirable Land Use Proportions												Community Development		
Action 4.1	Establish criteria for evaluating land use proposals											and: City Council Rezoning Committee	3 months - make analysis and findings	Land Use 1(1.1-1.2),
Action 4.2	Define areas for land use protection and redevelopment												3 months - public discussion	Economic Development 1.9, 4.6
Action 4.3	Develop strategies to prevent encroachment of incompatible uses												6 months - regulatory amendments	
Action 4.4	Increase buffer requirements for commercial/industrial uses													
Strategy 5 Transit Oriented Development (TOD)												Community Development		
Action 5.1	Establish criteria for potential TODs												3 months - public discussion	2020 Citywide Transportation Plan
Action 5.2	Prioritize areas for development of TOD												6 months - regulatory amendments	Economic Development 1.4 - 1.5
Action 5.3	Expand/improve identified areas to create TOD													
Strategy 6 Focus Areas												Community Development		
Action 6.1	Review and revise Route 1 zoning as appropriate											and: Public Services	3 months - make analysis and findings	Land Use 2 (2.6, 2.7, 2.9), LU 5
Action 6.2	Review and revise Route 114 zoning as appropriate												3 months - public discussion	
Action 6.3	Review and revise Downtown zoning as appropriate												6 months - regulatory amendments and funding actions	

Economic Development Implementation Plan														
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1 Physical improvements												Public Services		
Action 1.1	Develop Downtown Parking Plan											and: Community Development	City agencies begin with parking strategy - 6 months and implementation over 2 years	ED 3.4, 4.2
Action 1.2	Determine feasibility/cost effectiveness of telecommunications infrastructure												Telecommunications requires coordination with utilities and regulations - 1 to 2 years	NRR 5
Action 1.3	Implement the Flood Hazard Mitigation Plan												Explore Army Corps/FEMA funding options to support effort	PFS 4
Strategy 2 Downtown Image & Marketing												Community Development		
Action 2.1	Develop strategies to encourage Downtown building reuse											and: Chamber of Commerce	Organization with business entities - 6 months Continual review and revisions of strategy to changing markets	ED 2.1, 3.2, 3.3
Action 2.2	Form retail recruitment committee												Based on initial economic strategies, invite participants and suggest direction.	Connected with Action 2.5
Action 2.3	Create Downtown management entity												As plan develops, create management agency and obtain participation in final strategies.	
Action 2.4	Develop economic and regulatory strategies												Plan development requires participation and organization of Downtown property owners and merchants	
Action 2.5	Attract specialty shops to the Downtown												Determine City staff roles in promotion of specialty retail	
Strategy 3 Downtown Mixed-use												All city land-use agencies		
Action 3.1	Strengthen Downtown as a mixed use district												Consider zoning and other land use strategies as precursor to multiple actions	LU Strategy 7, 9
Strategy 4 Regional Cooperation												Community Development		
Action 4.1	Coordinate Route 114 development with town of Danvers											and: City Council	Long term plan needed for grant effort and regional cooperation	ED 1.8
Strategy 5 Market Community												Community Development		
Action 5.1	Identify development potential of undeveloped properties											and: Public Services, Chamber of Commerce and business associations	Continue process as land is developed and regulations change	
Action 5.2	Change zoning to clean industry												Coordinate with comprehensive rezoning process	
Action 5.3	Continue to improve the permitting process												Organize regular coordination and meeting process between land use agencies	
Action 5.4	Develop technology/communication infrastructure												Develop partnerships and alliances with high tech communications companies	
Action 5.5	Continue financial incentives that support industrial reuse and redevelopment												Market analysis necessary 6 months to 1 year	ED 1.1, 1.2, 1.6, 4.1, 4.3, 4.4, 4.5
Action 5.6	Commission a citywide economic development study												Decision on organization within city offices, or assistance and participation with private entities	LU Strategy 4,9
Action 5.7	Encourage and promote higher and better uses along Route 1												Work from Comprehensive Rezoning process	
Action 5.8	Attract a diverse blend of businesses and industries												Use Downtown marketing plan as a platform	
Action 5.9	Commission a regional convention center feasibility study												Intiate after completion of citywide economic development plan	
Action 5.10/11	Continue to support, revitalize, and promote businesses in Peabody													Use Downtown marketing plan as a platform












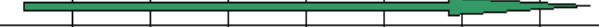
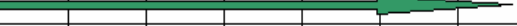















Housing Implementation Plan														
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1 Regulation of Housing												Community Development		
Action 1.1	Establish Housing Plan												Homeless needs are long-term	LU 1.7
Action 1.2	Expand programs to house homeless													
Strategy 2 Increase Affordable Housing Supply												Local Non Profits		
Action 2.1	Create a local Housing Trust and fund appropriately											Community Development and: City Council	Initial coordination and study - 6 months	H 1.1, 2.1, 2.2, 2.5
Action 2.2	Extend affordable housing agreements in existing developments.												Partnerships and lobbying effort requires	
Action 2.3	Lobby at state level for more inclusive definition of affordable housing													
Action 2.4	Continue housing rehabilitation loan programs to create/maintain affordable units													
Strategy 3 Revise Zoning Regulations												City Council		
Action 3.1	Adopt inclusionary housing zoning ordinance											Community Development		
Action 3.2	Create developer incentives to redevelop or reuse vacant property												Acted on separately after housing study or Incorporated into comprehensive rezoning after housing study	H 2.6, 3.2, 5.1, 5.2
Action 3.3	Support renovation of existing homes into multiple units where appropriate													
Action 3.4	Examine accessory apartments as option													
Strategy 4 Expand Options for Senior Citizens												Council on Aging		
Action 4.1	Complete a needs assesement of senior citizen housing											Community Development	Assist as needed to Council on Aging to	H 3.1, 3.3, 3.4, 3.5, 3.6
Action 4.2	Facilitate shared living arrangements for seniors in larger homes													
Action 4.3	Expand financial assistance available to seniors living in their own homes													
Action 4.4	Inform senior citizens of available housing programs													
Strategy 5 Develop Funding Sources												Community Development		
Action 5.1	Support implementation of the Community Preservation Act											City Clerk		CHR 2.3, 3.1, 4.1
Action 5.2	Develop a revolving loan system used for creation of affordable housing													
Action 5.3	Target appropriate tax title properties for affordable housing													
Action 5.4	Find solutions for upgrading aging infrastructure in mobile home parks													
Action 5.5	Contribute funding to broaden First Time Homebuyers program eligibility criteria													

Transportation and Circulation Implementation Plan														
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1 Regional Cooperation												Community Development		
Action 1.1	Establish Transportation Management Authority											and: Planning Board	Activities require orgainzation and	TC 1.1, 1.2, 1.4, 1.6
Action 1.2	Coordinate routes with MBTA											Mayor	meetings over 1 year period	LU Strategy 2
Action 1.3	Provide private transit incentives											City Council		
Action 1.4	Link Massport Park and Ride with local transit													
Action 1.5	Act on regional Land Use strategies													
Action 1.6	Involve regional elected officials in transit issues												Long-term commitment of elected officials required	TC Objectives 1 and 2
Strategy 2 Programs for Alternative Modes												All city land-use agencies		
Action 2.1	Educate residents on alternative means of transit											and: Public Services	All programs require long-term	TC 1.5, 3.2- 3.9
Action 2.2	Improve pedestrian safety in high traffic locations											Parks Department	capital and educational program	
Action 2.3	Fill in gaps within City sidewalk system												Standards can be made part of other	
Action 2.4	Tie improvements to Citywide Greenway												land use and regulatory programs	
Action 2.5	Create jogger trails/paths for industrial park													
Action 2.6	Develop sidewalk standards													
Action 2.7	Improve appropriate streets to accommodate multi-modal use													
Action 2.8	Create bicycle amenities													
Action 2.9	Establish agreements with transit providers for TODs													TC 3.1-3.9
Strategy 3 Information Distribution												Community Development		
Action 3.1	Expand Marketing of Peabody Transit											and: Council on Aging	Marketing should expand with increases in transit use	TC 5.2
Strategy 4 Infrastructure Program												Community Development		
Action 4.1	Implement 2020 Transportation Plan re: intersections/roadways											and: Public Services	Overall program requires 20-year	TC 4.2, 4.3, 4.8, 4.9
Action 4.2	Continue voluntary truck restrictions and routes												investment of resources.	
Action 4.3	Explore alternative east/west corridor													
Action 4.4	Explore opportunities for frontage and access roads													
Strategy 5 State, Federal, and Local Funding												Community Development		
Action 5.1	Study cost/benefits of local status of Route 1 and 114											and: Conservation	Land use actions should be included	TC 4.6, 4.7
Action 5.2	Continue systematic capital improvements for streets/roads													
Strategy 6 Neighborhood Planning												Community Development		
Action 6.1	Improve shuttle service											and: Planning Board	Develop with neighborhood organizations; see Land Use	TC 1.3, 5.1
Action 6.2	Implement Neighborhood Transportation Plans											Rezoning Committee		
Strategy 7 Improve Downtown Safety & Accessibility												Community Development		
Action 7.1	Develop Downtown Traffic and Parking Plan											and: Public Services		
Action 7.2	Redesign Peabody Square											Planning Board	Initiate upon completion of land use	TC 3.1, 4.1
Action 7.3	Improve directional signage												startegiesand rezoning	LU strategy 5
Action 7.4	Review other land use strategies													

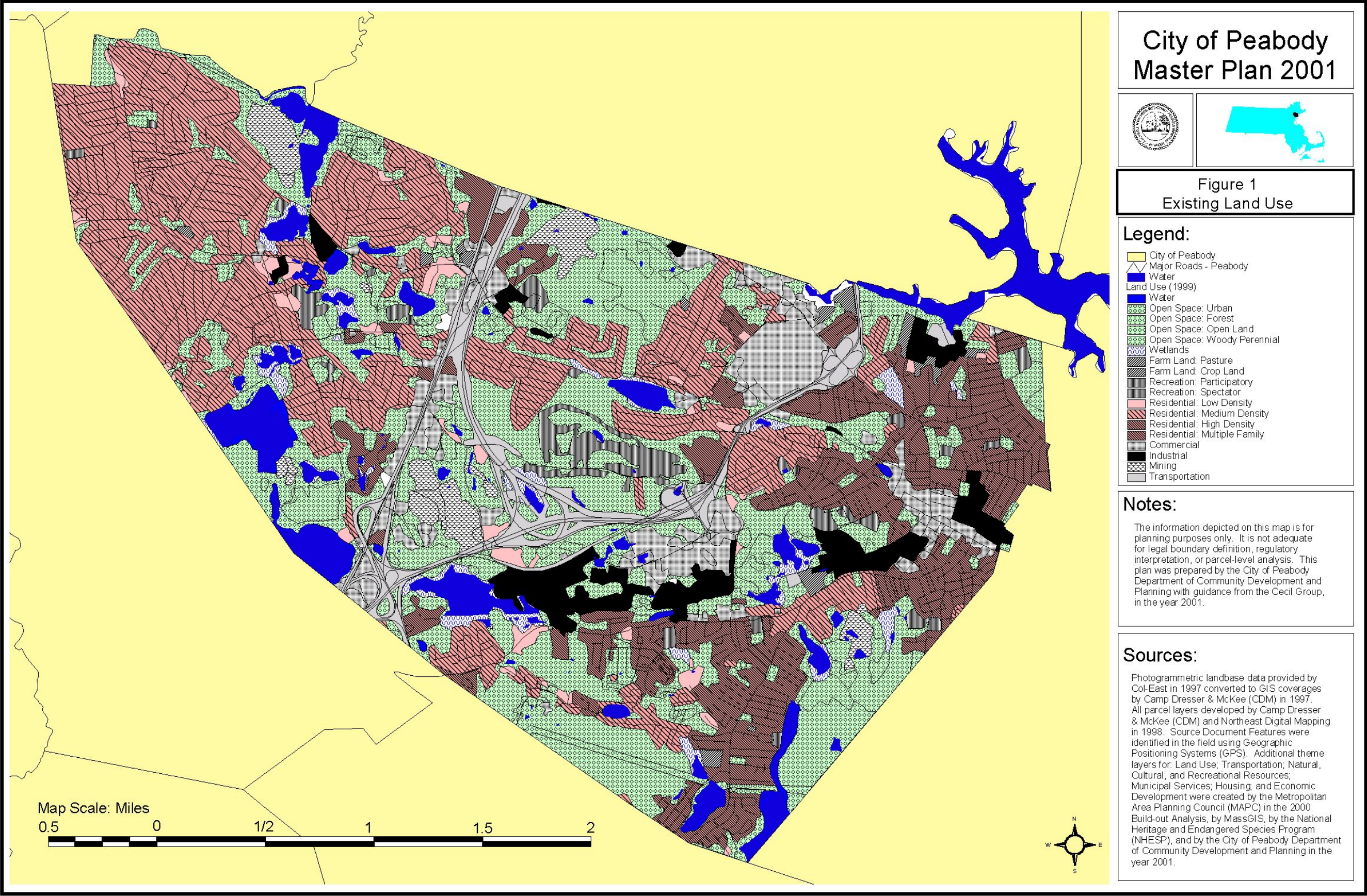
Natural and Recreational Resources Implementation Plan														
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1 Open Space and Recreation Projects												Community Development		
Action 1	Create an Open Space Committee and Acquisition Plan											Land Preservation Committee	Open Space Committee - 6 months	
Action 1.1	Build the Peabody Bikeway and Riverwalk											Conservation Commission	City-wide projects on five year capital program development	NRR 1.1, 1.2, 1.3, 2.1, 2.6, 3.3, 4.1, 4.3
Action 1.2	Aquire & Utilize Railroad Rights-of-way for New Trails											Parks Department		
Action 1.3	Create a Greenway Link between Lowell Street and Brooksby Farm													
Action 1.4	Implement Improvements to Recreational Facilities													
Action 1.5	Dredge Local Lakes as Necessary													
Action 1.6	Provide Large Outdoor Meeting Areas													
Action 1.7	Develop Citywide Signage Program													
Action 1.8	Create Natural & Recreational Resources Brochure & Website													
Strategy 2 Land Preservation												Community Development		
Action 2.1	Support the Development of a Land Trust											Conservation Commission	6 months for land trust creation	NRR 2.3, 2.4, 3.4
Action 2.2	Support Implementation of the Community Preservation Act											City Clerk		
Action 2.3	Require Open Space & Obtain Easements & Development Restrictions												Long term program for development restrictions	
Strategy 3 Funding Options												Parks and Public Serv ices		
Action 3.1	Increase Park Program Fees Where Appropriate											Parks Department	New programs can be included in other regulatory reviews	NRR 2.2, 2.5, 3.1, 3.2
Action 3.2	Study Privatization of Recreational Programs where Appropriate													
Action 3.3	Develop Acquisition Guide for Open Space and Parks												Acquisition plan included with	
Action 3.4	Negotiate Gifts and Easements												Open Space Committee agenda	
Strategy 4 Ordinances and Regulations												Community Development		
Action 4.1	Develop & Enact a Street Tree Protection Ordinance											Parks Department / City Council	Adoption as part of comprehensive review of regulations	NRR 4.2
Strategy 5 Downtown Flood Relief												Community Development		
Action 5.1	Implement the Flood Hazard Mitigation Plan (FHMP)											Public Services / City Council	Long-range, phased improvements	ED and PFS strategies

Cultural and Historical Resources Implementation Plan																	
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes			
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011						
Strategy 1 Acquisition and Preservation												Community Development					
Action 1.1	Fund, Design and Construct Riverwalk and Historic Trail											Parks Department	Include trail in other trail system	CHR 1.1			
Action 1.2	Create an Historical Trust Fund											Historical Commission	Spring or fall vote on CPA	CHR 2.3, 3.1, 4.1			
Action 1.3	Develop program guidelines for the Community Preservation Act																
Strategy 2 Public Information												Community Development					
Action 2.1	Create a Citywide Historic Preservation Plan											Historical Commission					
Action 2.2	Develop historic trail and property signage/education program											Parks Department					
Action 2.3	Develop site/project design review guidelines for the downtown																
Action 2.4	Create cultural and historic resources brochure and database																
Strategy 3 Pursue Funding												Community Development					
Action 3.1	Support implementation of the Community Preservation Act											Historical Commission		CHR 2.3, 3.1, 4.1			
Action 3.2	Provide initial support to the Arts Council to increase stewardship											City Council					
Action 3.3	Increase funding and support to the George Peabody House																
Strategy 4 Use Public Facilities												Public Services					
Action 4.1	Conduct assessment of public buildings and meeting spaces											Community Development	Request participation of all	CHR 2.2, 3.2, 3.3			
Action 4.2	Expand use of Wiggin Auditorium for arts in Downtown											Mayor	city departments responsible for				
Action 4.3	Increase use of downtown activity centers for public meetings											Historical Commission	public buildings				
Action 4.4	Explore Downtown Farmers Market																



Municipal Facilities and Services Implementation Plan														
Strategy No. Action No.	Action Item	Scheduling Timeline										Responsible Agency	Scheduling Notes	Reference Notes
		2002	2003	2004	2005	2006	2007	2008	2009	2010	2011			
Strategy 1	Accessibility											Community Development and: Public Services		
Action 1.1	Provide a City directory - both pamphlet and internet												Develop supporting information - 6 months	PFS 1.1-1.7, 5.1, 5.2
Action 1.2	Provide planning & development process information												Create programs for education - 6 months	
Action 1.3	Centralize social services information at City Hall													
Action 1.4	Improve public notification of meetings													
Action 1.5	Complete computer integration of all City departments													
Action 1.6	Develop employee training and educational program													
Action 1.7	Conduct Facility Needs Study													
Strategy 2	Infrastructure Support											Public Services and: Community Development, City Council, Neighborhood groups, City of Salem		
Action 2.1	Form a Capital Improvements Committee												Develop initial problem/program needs	PFS 2.1,2.2,2.3, 3.2, 4.1, 4.2, 4.3, 4.5
Action 2.2	Provide consistent funding for Public Services													
Action 2.3	Rehabilitate Johnson and Pine Street wells												Submit for federal/state grant	NRR strategy 1
Action 2.4	Identify flooding/sewer issues - S Peabody												assistance in yearly programs	
Action 2.5	Implement long-term solid waste management plan												Long-range improvement plan	PFS 4.4
Action 2.6	Institute/promote yard waste recycling program													
Action 2.7	Calculate cost/benefit of Downtown flood impacts													
Action 2.8	Prioritize downtown flood prevention costs													
Action 2.9	Develop joint flood plan with Salem													
Action 2.10	Study FHMP 'Green' flood prevention solutions													
Action 2.11	Seek Army Corps of Engineers financial assistance													
Strategy 3	Educational Infrastructure											School Committee and: City Council School Department		
Action 3.1	Provide support for educational improvements												Assumes all actions are long-range	PFS 6.1-6.5
Action 3.2	Support redistricting as needed												capital programs or phased	
Action 3.3	Support continued school physical upgrades												approaches	
Action 3.4	Support centralization of school administration													
Strategy 4	Educational Opportunities											School Committee and: Community Development		
Action 4.1	Coordinate resources with regional schools, libraries, and businesses												Include as part of regular programming	ED 4.7
Strategy 5	Library Informational Services											Library Trustees		
Action 5.1	Upgrade library computer systems												Small facilities planning schedule	PFS 7.1, 7.2
Action 5.2	Review library schedule												2-4 years	
Strategy 6	Focused Programs											Community Development and: Council on Aging local youth organizations		
Action 6.1	Develop a dedicated youth center and expand programs												Small facilities planning schedule	PFS 8.1, 8.2
Action 6.2	Expand Senior Center programs												2-4 years	NRR 3.5
Action 6.3	Expand Senior Center facilities													







# City of Peabody Master Plan 2001



Figure 2  
Existing Zoning

## Legend:

- △ Major Highways (MHD)
- City of Peabody
- △ Major Roads - Peabody
- Water
- Zoning District (2000)
  - R1 - Residential - Single Family
  - R1B - Residential - Single Family
  - R1A - Residential - Single Family
  - R2 - Residential - Two Family
  - R3 - Residential - Multiple Family
  - R4 - Residential - Multiple Family
  - R5 - Residential - Multiple Family
  - PRD - Planned Residential Development
  - MH - Mobile Homes
  - BC - Business Central
  - BH - Business Highway
  - BN - Business Neighborhood
  - BR - Business Regional
  - IL - Industrial Light
  - IP - Industrial Park
  - DDD - Designated Development District
  - MPR - Municipal Properties Reuse District

## Notes:

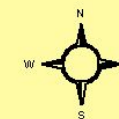
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## Sources:

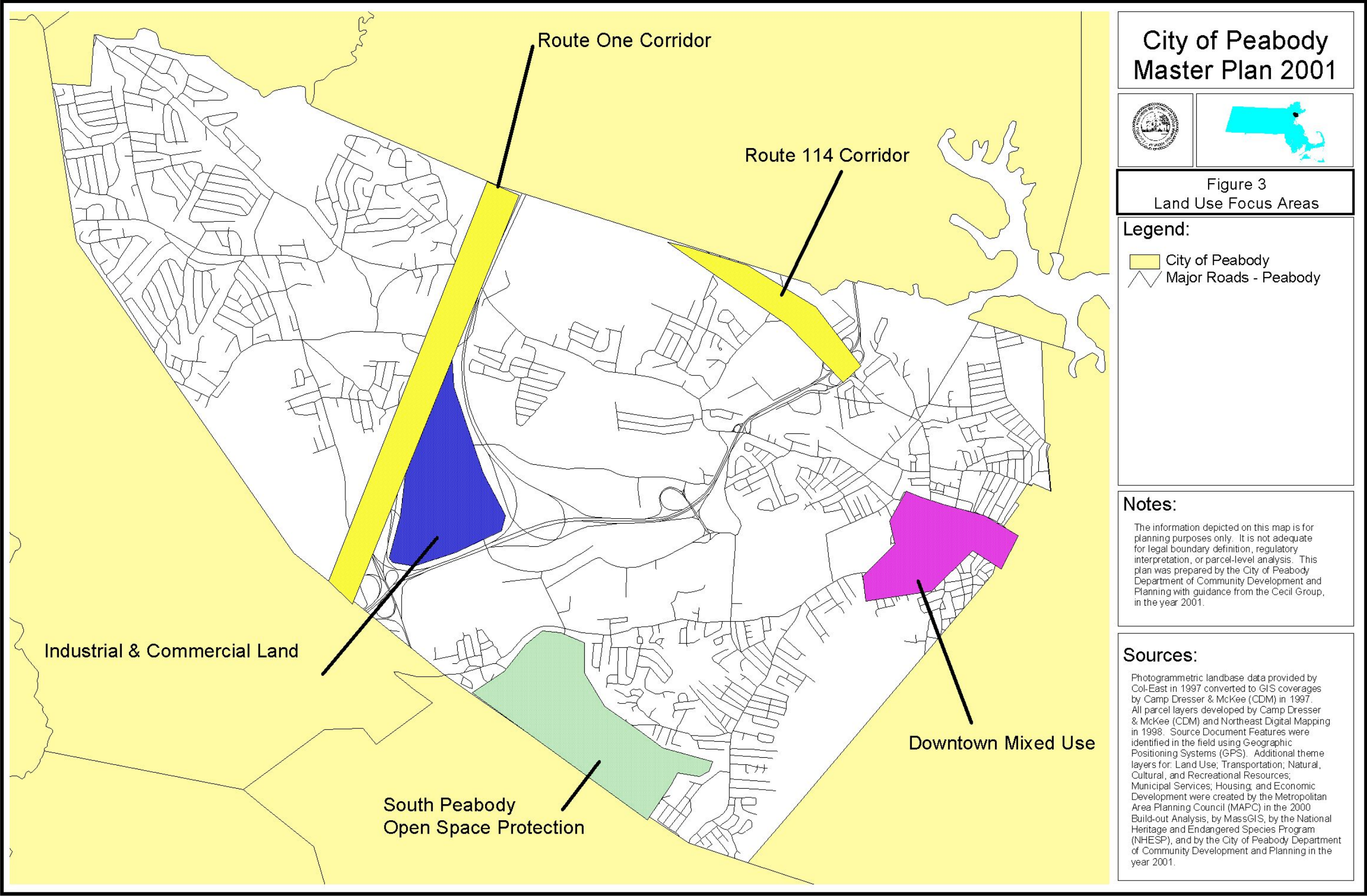
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Map Scale: Miles

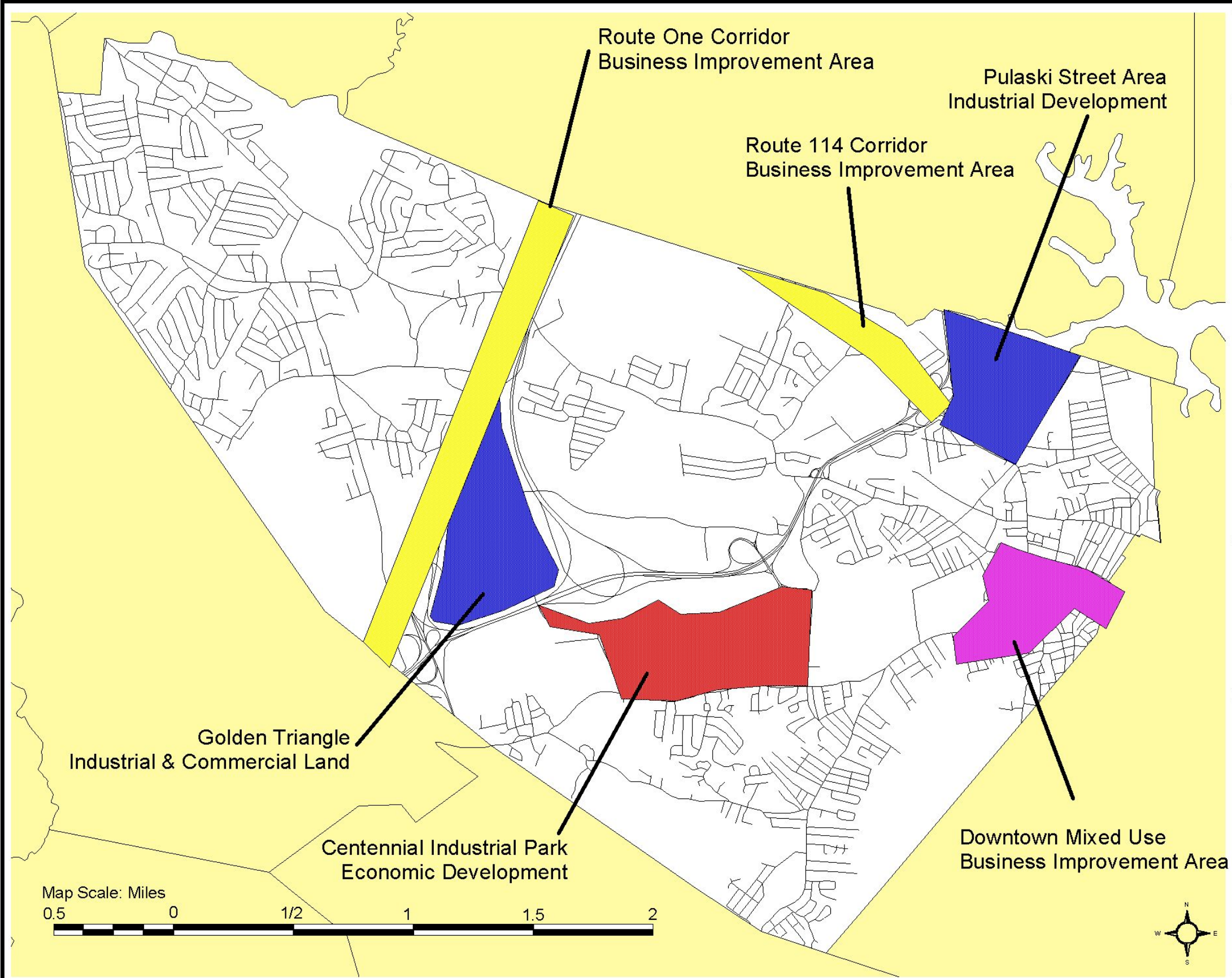
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# City of Peabody Master Plan 2001



Figure 4  
Economic Development Focus Areas

**Legend:**

- City of Peabody
- Major Roads - Peabody

**Notes:**

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